NOVEMBER 1965

EMPLOYMENT SERVICE REVIEW

In this issue

The Federal-State Employment Service and the Anti-Poverty Program

PUBLISHED MONTHLY BY THE U. S. DEPARTMENT OF LABOR MANPOWER ADMINISTRATION

contents

articles

THE EMPLOYMENT SERVICE RETOOLS FOR THE ANTIPOVERTY PROGRAM, Louis Levine 1
REACHING THE RURAL IMPOVERISHED, John B. Corban, Tennessee 5
SELECTIVE SERVICE REHABILITATION PROGRAM 6
FROM REJECTEE TO GAINFUL WORKER, Gerald H. Riedel, Florida 6
PENNSYLVANIA SERVES ITS REHABILITANTS, John M. Kirchner, Pennsylvania 8
OPENING NEW DOORS TO REJECTEES, Burton B. Hosch, Mississippi 9
SALT LAKE CITY'S YOUTH OPPORTUNITY CENTER, Arza Evans, Utah 11
NEIGHBORHOOD YOUTH CORPS COMES TO ARKANSAS, Marvin R. Taylor, Arkansas 13
RECRUITING FOR THE JOB CORPS, Henry Lecil Chiles, South Carolina 17
KEY TO NEIGHBORHOOD YOUTH CORPS SUCCESS, Rowland M. Wargo, New Jersey 18
THE JOB CORPS PROGRAM IN REGION VIII, James St. John, Jr., Dallas 20
COMMUNITY COOPERATION CLEARS THE WAY, Edward S. Croft, New York 22
OUR "PET" HAS TWO HEADS, Gearhart and Brodersen, Oregon 24
GO, TELL IT IN THE MOUNTAINS, James H. Perks, West Virginia 27
J. O. B. S. FOR YOUTH, John Morrow, Illinois 30
SIGHTING NEW HORIZONS THROUGH THE NYC, Jack Howard 32
MDTA TEACHES ESKIMOS TO FISH, G. H. Gissberg, Alaska 36
UPGRADING YOUTH TO JOBS, Ronald D. Arroyo, California 39
USING COMMUNITY AGENCIES, Clarence N. Montgomery, Delaware 41
ABOVE AND BEYOND DUTY, William A. Lesh, Idaho 43
FOCUS ON YOUTH SERVICES, Dorothy C. Macri, Connecticut 45
SKILL TRAINING FOR DETROIT YOUTH, Arshack and Silver, Michigan 47
ATLANTA'S YOC PROVIDES SPECIAL SERVICES, A. W. Segars, Georgia 51
PREPARING DISADVANTAGED YOUTH FOR WORK—I, Leshner and Snyderman, JEVS, Pennsylvania 53
OCCUPATIONAL INFORMATION FOR EDUCATIONAL PLANNING, Bernard Michael, Office of Education 56
JOB CORPS PUSH AGAINST POVERTY, Otis A. Singletary, OEO 58
USING THE VOLUNTEER IN PUBLIC PROGRAMS, Chase Going Woodhouse, Hartford, Connecticut 62

departments

ES NEWSLETTER 15
FARM LABOR 29
MANPOWER TRENDS 49
LOCAL OFFICE ACTIVITIES 65

EMPLOYMENT SERVICE REVIEW

NOVEMBER 1965
Vol. 2 No. 11

U.S. DEPARTMENT OF LABOR
W. Willard Wirtz, Secretary

MANPOWER ADMINISTRATION
Stanley H. Ruttenberg, Administrator

BUREAU OF EMPLOYMENT SECURITY
U.S. EMPLOYMENT SERVICE

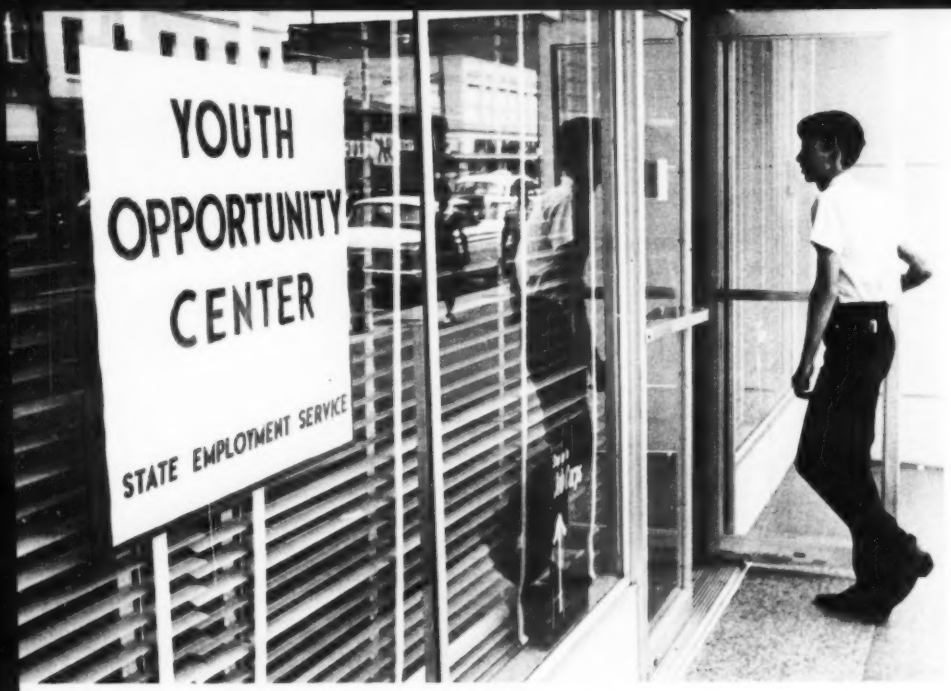
EMPLOYMENT SERVICE REVIEW

ELSIE SOLTAR DORMAN, Editor

A MONTHLY JOURNAL OF
FEDERAL-STATE EMPLOYMENT SERVICE
PROGRAMS AND OPERATIONS

BUREAU OF EMPLOYMENT SECURITY
Robert C. Goodwin, Administrator
U.S. EMPLOYMENT SERVICE
LOUIS LEVINE, DIRECTOR

The



A new door to opportunity.

WHEN we review the direction of manpower legislation of the past several years, it is clear that there has been a constantly increasing emphasis on helping the disadvantaged in the work force. Prior to the Economic Opportunity Act of 1964 with its declaration of war on poverty, a number of laws brought substantial help and hope in realizing the national declaration of policy of a goal of maximum employment set forth in the Employment Act of 1946. Among these was the Area Redevelopment Act which introduced job training programs for unemployed and underemployed workers. This was brought to fuller development on a broader scale by the Manpower Development and Training Act with its amendments. The Vocational Education Act of 1963 and the 1961 amendments to the Social Security Act had the same objective—to increase the employability of the work force. In this legislation, too, belongs the Civil Rights Act of 1964 with its recognition of the importance of each individual and his need and right to participate fully in our society and make his full contribution to it.

In all of this legislation, the Employment Service plays a pivotal part with significant responsibilities that have changed many concepts of its role. It is the Employment Service that must identify occupations in which workers can be trained with reasonable expectation of employment; it must select and refer them to approved training facilities; and it must help them to find employment which utilizes the training received. While the emphasis has been on youth, the term disadvantaged means more than youth alone, or the Negro, or the older worker, or the unskilled and undereducated. To the Employment Service, the term means anyone who is at a disadvantage in competing in the job market because of any one or a combination of these characteristics.

Our broadened responsibilities require that we reorient our approach toward improving the employability of the unemployed. We must direct major effort toward assisting the disadvantaged individual to overcome his job market disabilities. This requires much more than the immediate short-term response to the simple hiring transaction of the labor exchange concept of employment service. We need to recognize the long-term process in which literacy training, intensive counseling and motivation, and health and social services may be necessary before the individual can acquire the vocational skills necessary for ultimate employment.

People with a disadvantaged background often have known nothing but welfare dependence rather than employment and wages—perhaps for even a generation. They have grown up in poverty neighborhoods and are strangers to the culture of books, good grooming, habits of punctuality, and responsibility to a job. They are not geared to competitive living and working in today's job market. Thus, we need to do more than introduce skills; other preparation must precede training in skills. It becomes a long-term rehabilitation process. This calls for a more careful diagnosis of the factors impeding employability. We are dealing with sectors of the work force with which we have had little experience or to whom we have given only cursory attention. Most of our tools, techniques, and job market knowl-

Employment Service Retools for the Antipoverty Program

LOUIS LEVINE
Director
U.S. Employment Service

edge are geared to the middle-income, more advantaged groups. We have found it necessary to re-examine and reappraise every aspect of the Employment Service to gear our operations to these new requirements.

We must rework our interviewing process, testing approaches, and counseling procedures. A routine, superficial interview is not sufficient for the severely disadvantaged. Skillful counseling is essential to raise the aspirations and build the self-confidence of the individual long inhibited by poverty, discrimination, and lack of opportunity. The counselor must apply all of his skills and resources to give these people realistic guidance in recognizing their potential in the job market. The counselor must encourage and motivate them to take advantage of the new opportunities to acquire occupational skills and to upgrade their employability. The intensive depth counseling needed requires a knowledge of the disciplines and activity especially appropriate to the "culture of poverty."

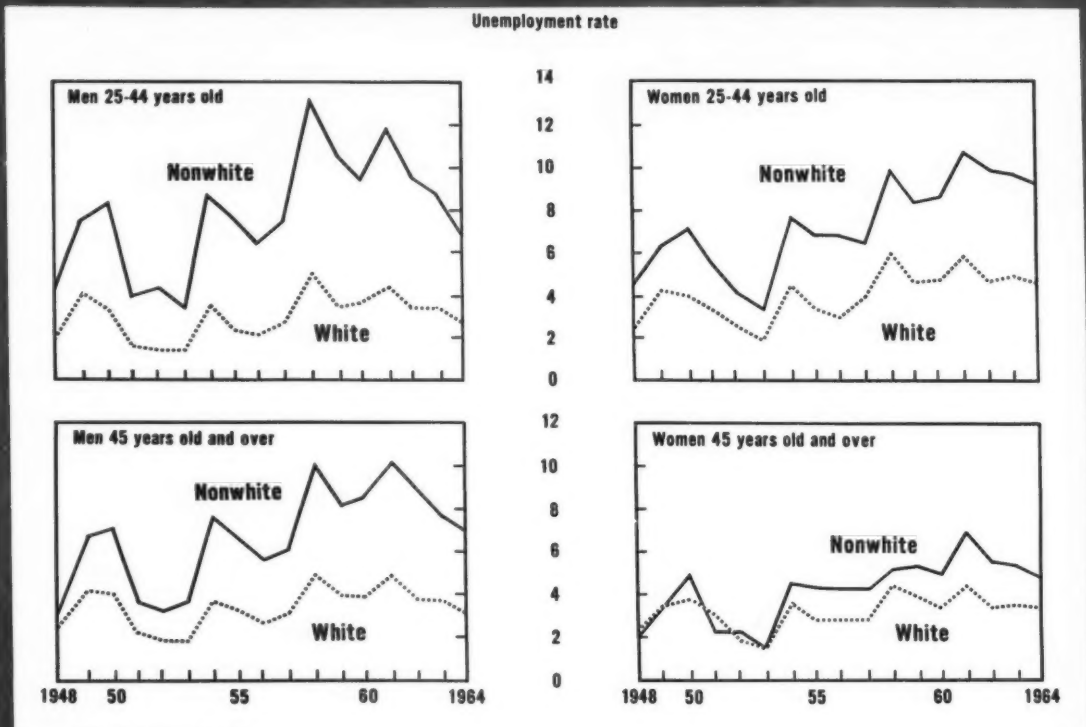
The job development we must undertake is not the traditional kind. We must study our market to find entree for these people into productive employment. We must continue to work to persuade employers to abandon discriminatory hiring policies, whether discrimination be against racial minorities, the older worker, or the school dropout. One of the more promising avenues which we have not yet exploited to the fullest is development of on-the-job training opportunities under MDTA. While institutional MDTA training programs have equipped many thousands of the disadvantaged and impoverished to compete successfully in the job market, we must analyze the needs of employers more intensively to uncover possibilities for on-the-job training to broaden opportunity for individuals. We must know our employers and their needs, not only to obtain job listings, but also to comprehend and anticipate current and future conditions and trends in the local job market.

In revamping manpower services, we must also consider the geography of poverty. The disadvantage of poverty is not confined to the huge urban centers. We find it in the small towns and rural areas which have been impoverished by the exhaustion of local reso[illegible] the relocation of

Some Job Corps enrollees learn to operate farm machinery.

Counseling and basic education are part of the Job Corps program.

Unemployment rates for nonwhites remain higher than for whites, despite recent improvement.

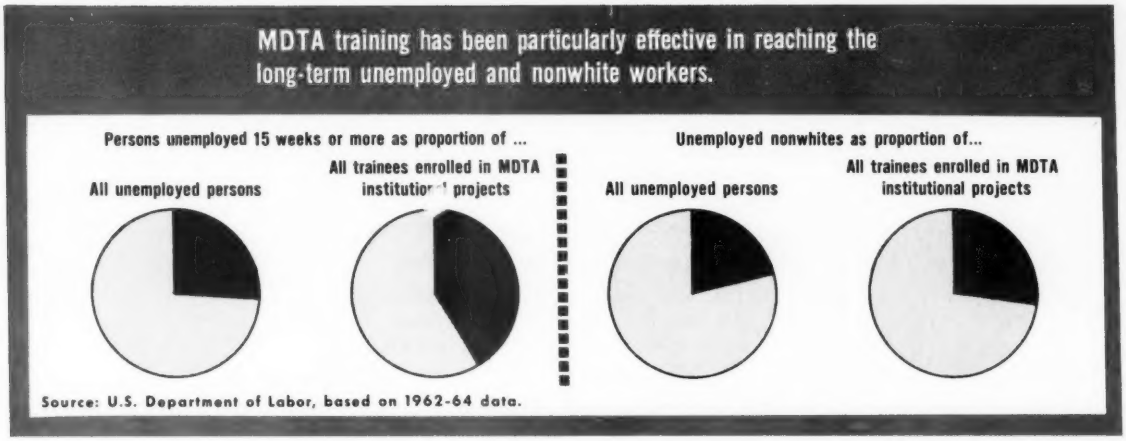


Source: U.S. Department of Labor.

industry, and the decline in agricultural employment. Here the picture of poverty is not as dramatic because it is not concentrated, although the problems may be greater. Unemployment is aggravated by distances between farms and the centers where the jobs are. Many of these people are not socially equipped to achieve the transition to the more highly competitive job market of the large industrialized areas.

It is here, also, that the resources of the Employment Service are least adequate. There may be no office or a very small office not equipped to give the specialized service needed. We have the quandary of how best to reorganize our own resources so that we can reach these people with the services which they need. We may find that a regional or area central office staffed with the specialists needed can be more effective than several very small offices. We are experimenting with the itinerant area counselor and with the smaller community mobile team. We need to start thinking of the "consolidated school" approach in order to spread our services over a broader area.

The problems of the Employment Service are different in the urban areas. Here we must reexamine the industrial-occupational structure of our offices to determine whether it is adequate in serving the disadvantaged. The office may be in the wrong location. We cannot assume that those most in need of help will come to us on their own to ask for it. Among the poorly educated, the racial minority groups, the submerged slum dwellers, there are many who know little or nothing of the assistance the Employment Service offers to them. We cannot fulfill our role of manpower service center unless we make special efforts to bring our facilities to the attention of those in particular need of help. We must join with other community agencies and organizations in an active campaign to establish and maintain contact and bring help to those who need it most. We may have to supplement the "heartland" concept of service by establishing outreach offices in poverty areas. The Youth Opportunity Centers are an example of this concept, as is the outstationing of ES personnel in neighborhood centers to


MDTA training has been particularly effective in reaching the long-term unemployed and nonwhite workers.
Persons unemployed 15 weeks or more as proportion of ...
All unemployed persons
All trainees enrolled in MDTA institutional projects
Unemployed nonwhites as proportion of...
All unemployed persons
All trainees enrolled in MDTA institutional projects
Source: U.S. Department of Labor, based on 1962-64 data.

bring services to other sectors of the disadvantaged besides youth.

With our new concept of responsibility for services to the disadvantaged, we must use new techniques, new organizational structures, new methods. What has worked before may not be adequate or appropriate.

Service to High School Seniors

For many years, the Employment Service has carried out a cooperative program with about 10,500 of the more than 21,000 high schools in the country to provide job information and job guidance, aptitude testing, and job placement for seniors planning to go to work after graduation. About 40 percent of the high school seniors were registered by the local ES offices under these programs. The new Youth Opportunity Centers are a new approach to meeting the special needs of all youths under 22, especially the school dropouts, the undereducated, and underprivileged as well as the high school graduate. The Centers began to open early in 1965 and continue to open each week. Each State will have at least one YOC with several in the largest metropolitan areas. Eventually some 200 Centers in 139 areas will be in operation, available to serve 55 percent of youth in the labor force, and will provide a focal point in each area through which government and community resources can be concentrated.

An important innovation in the Centers is the "outreach program" in which counselor aides and community workers—most of them trained in the CAUSE I and II programs—go out into the community to where youths congregate, establish rapport with them, and try to arouse their interest in availing themselves of services offered.

Screening of candidates for the Job Corps has offered an opportunity for habilitation of severely disadvantaged youth, many of whom are too frustrated, apathetic, and discouraged to seek the services of the local ES office on their own. Many of the young men among the third of all Selective Service registrants found unfit for military service are the products of urban and rural poverty. A great majority of those disqualified for mental reasons did not complete high school and nearly a third are unemployed. Since early 1964, the Employment Service has been extending its habilitation program to the examining centers to reach these young men with the kind of counseling, training, and supportive services they need to increase their employability.

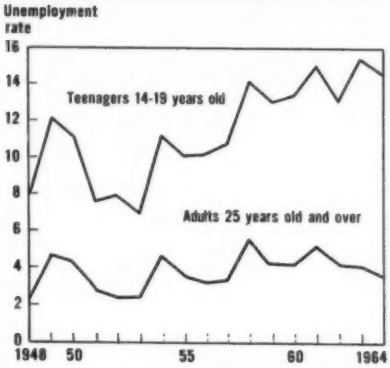
He hopes for a better chance.

Neighborhood Youth Corps

The Neighborhood Youth Corps, established under the Economic Opportunity Act and administered under the Department of Labor, offers further opportunity to break the poverty cycle by encouraging young people to stay in school, to return to school if they have already dropped out, or to obtain work experience and develop work skills in preparation for regular employment. The NYC projects stress work experience to improve employability, but related services are provided these boys and girls to further enhance their prospects. Remedial education is often needed as well as counseling, and followup on job performance is a guide to other supportive services.

Another important implication for the Employment Service is the need

Teenage unemployment rate continues near peak levels, while adult rate is at lowest point since 1957.



Source: U.S. Department of Labor.

to recognize the contribution which can be made by the disadvantaged themselves in improving their employability. This has been a key factor in the formation of local community action programs which must involve people who are an integral part of the poverty group. This will represent a new experience and new adjustment for most public agencies participating in community action programs, including the schools and public Employment Service. Increased attention must be given to use of volunteer workers and the significant contribution they can make. A wide variety of activities in serving the disadvantaged lend themselves to the nonprofessional volunteer who can relate to the disadvantaged.

Broader Community Relationships

In its broadened responsibilities, the Employment Service has developed new relationships for mutual cooperation with many other agencies and organizations and has deepened former ones. The war on poverty is fought on many fronts and with many allies. Educational authorities, welfare, health and social agencies, family service, law enforcement and probation authorities—each may have a role in preparing and conditioning the individual for employment.

The Employment Service must seek out and make full use of every resource of the community and must work in cooperation with many organizations. Community understanding and support are essential and all-out effort must be made to keep the community—its labor, business and industrial groups, its civic and social organizations, and its local officials—well informed on plans, progress, and foremost, the needs of the disadvantaged.

Neighborhood Youth Corps members brighten up a settlement house.

The success of the antipoverty programs as they affect employment will depend on the effectiveness of local offices in synchronizing their operations for the achievement of national goals. Personnel in the local offices will need to exercise imagination, initiative, intelligence, and sensitivity in carrying forward these goals. They must work creatively in cooperation with many organizations, agencies, employer and labor groups, and with the disadvantaged themselves. Their work cannot be reduced to routine procedures prescribed by a "manual."

ES Is Deeply Involved

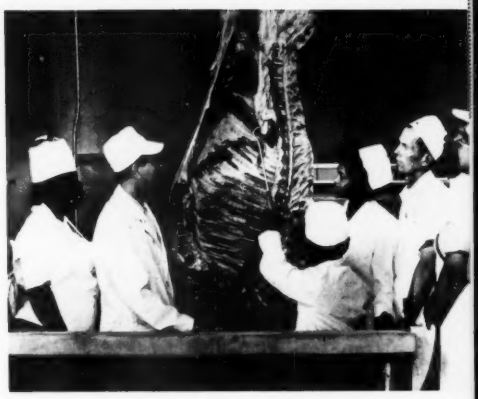
The Employment Service is deeply involved in almost every aspect of the War on Poverty. Adapting our operations, our organizational structure, and our techniques to the necessary teamwork and interdisciplinary approaches required will test our resources and flexibility to the utmost. We must continue to experiment, to innovate, and to reevaluate every facet of our operations if we are to realize the broader concept of community manpower service center.

Two Job Corpsmen are learning radio and television repair.

Tennessee Tries New Research . . .

Reaching the Rural Impoverished

JOHN B. CORBAN



Members of the MDTA class in meat processing identify various parts of a side of beef.

Fred shifted his weight from one foot to the other. Each uncomfortable shuffle seemed to etch the lines more deeply into his face. With all the professional know-how she could muster, the social worker on the project encouraged him to tell his troubles. Fred preferred to keep his own counsel, but the new crisis in his home was beyond all imagination, and he bluntly annouced he was leaving the Park Service training he had begun in Nashville, 75 miles from his remote foothills home. His wife, expecting her 11th child, needed major surgery which was available only in Nashville. He had to go home to care for the other children.

Eking out even a meager living had always been hard for Fred and his family, but a part-time job at a sawmill had sufficed until it closed. Lacking education and never trained for any other work, Fred had to turn to the welfare office for help for his family. The welfare worker knew that this man loved the woods and was acquainted with the out-of-doors. She made arrangements for him to see the interviewer at the local Employment Service office about the possibility of his entering an MDTA training class. Thus began a new world of learning, new associations, new skills for Fred.

Allowances which Fred would receive while in training were scarcely enough for the everyday necessities, to say nothing of money for surgery, hospitalization, and child care. Through the cooperation of the Manpower Training Coordinator for the Tennessee Department of Employment Security and the welfare worker who had interested Fred in training, child care was obtained for the 10 children, and a Nashville hospital was ready to perform the necessary surgery.

The project coordinator, who also serves as head of the Industrial Education Department at the State Agricultural and Industrial University, obtained a small apartment in Nashville for Fred and his wife where she could recuperate and arranged for part-time work so Fred could pay for the apartment.

Fred will finish his training; he will be prepared to operate light and heavy equipment used in park maintenance; he will improve the living conditions of his entire family and will contribute to the community through the skills he has acquired.

For years, cases such as Fred's had concerned the Tennessee Employment Service as it sought ways to extend and improve job placement in rural areas. Before the enactment of the Manpower Development and Training Act, three seemingly insurmountable obstacles always had to be faced: (1) Finding jobs that untrained, uneducated workers could do; (2) persuading the impoverished people to leave familiar surroundings for either unskilled jobs or training without benefit of allowances; and (3) obtaining funds for expanded employment services and occupational training.

Even with MDTA, there was still a major problem: How could these

(*Continued on page 10*)

The instructor in park maintenance discusses use of heavy equipment for members of the class.

Brick masonry is a part of the course on park service and maintenance.

John B. Corban is Manpower Training Coordinator, Tennessee State Employment Service.

Manpower Conservation . . .

Selective Service Rehabilitation Program

VINCENT F. GEGAN

The Selective Service Rehabilitant program begun in February 1964 is an outgrowth of the findings of the President's Task Force on Manpower Conservation, published in its report entitled "One Third of a Nation" in January 1964. In addition to determining why large numbers of young men were found unqualified for military service, the Task Force was requested to recommend a program for their guidance, testing, counseling, training, and rehabilitation. Many rejectees are products of poverty-stricken homes, victims of inadequate education and health services, and experience great difficulty in finding and retaining jobs.

The report revealed that half of all young men age 18 to 26 examined for the draft in 1962 were disqualified, and that a third of all young men turning 18 would be disqualified were they to be examined for induction (half on medical grounds and half for failure to pass the "mental" test).

Through August 1965, over 412,100 rehabilitants had been contacted and some 93,000 interviewed by ES staff. More than 19,000 of these were interviewed in the 73 examining centers across the Nation. More than two-thirds (67.2 percent) of the 93,000 rehabilitants were unemployed or underemployed and presumably in need of ES services. Three-fourths of the rehabilitants interviewed had not graduated from high school, and more than half of these had a grade school education or less. The proportion of rehabilitants interviewed who had completed no more than eight grades of schooling (39 percent) was about four times that for all out-of-school youth ages 16 to 21.

About 40,700—or nearly half of all rehabilitants who have been interviewed—have received counseling, with a total of 59,200 counseling interviews. This proportion is far higher than the approximately 19 percent rate for all male youth applicants who were interviewed in local offices in fiscal year 1965. More than 11,000 rehabilitants have been given aptitude or other tests.

Approximately 20,700 rehabilitants have been placed in jobs, enrolled in MDTA or ARA training courses, or referred to rehabilitative, health-educational agencies, or to the Job Corps. Some 14,000 of this total represented job placements, and about 2,400 were referrals to training. Many of the 62,500 rehabilitants who were unemployed or underemployed were not interested in job training courses for various reasons. More than a fifth of this total were placed in jobs.

Employment Services to Selective Service Rejectees, February 1964–August 1965

ES activity	Number of youths served
Interviews	93,000
Individuals counseled	40,700
Total counseling interviews	59,200
Tests	11,000
Placements	14,000
Enrolled in training	2,400

Vincent F. Gegan is in the Branch of Employment Service Operations Research, U.S. Employment Service.

From Rejectee to Gainful Worker

GERALD H. RIEDEL

In early 1965, the Jacksonville local employment office was assigned responsibility for the Selective Service Rehabilitant program at the Armed Forces Examining and Entry Station (AFEES) in Jacksonville. Arrangements were made with the Commander of AFEES for space, and local office personnel spent some time at the Station to observe the normal processing, so that a suitable time could be arranged for interviewing those rejected for "mental" reasons.

At the same time, questionnaires were sent to local offices in the area served by the Jacksonville AFEES, asking for information on educational facilities available; availability of Federal programs such as MDTA, Neighborhood Youth Corps, and Job Corps; name of the person who would be responsible for interviewing rehabilitants; the best time for the local office to see the rehabilitants; and specific directions for reaching the office. Local offices were also requested to keep the Jacksonville office informed of any changes in the local situation which would have a bearing on service to rehabilitants.

Gerald H. Riedel is Employment Counselor, Florida Iudustrial Commission.

On April 1, 1965, personnel of the Employment Service began the program of interviewing potential rehabilitants. Initially, the men were assembled in a large room, given an orientation lecture and asked to indicate if they were interested in further contact with the Employment Service. During the short time that this approach was used, very few individuals expressed any desire for a private interview. We then began the procedure of taking the individuals in small groups for a group discussion, followed by an offer to talk with each one individually, if he so desired.

In the group discussion, we encouraged the rehabilitants to do as much of the talking as possible. The discussion begins with a preliminary statement by the group leader, in which he introduces himself, states the purpose of the discussion, and then directs the discussion into employment. At opportune times, the leader introduces information about the job market, the decline in unskilled jobs, the need for training or formal education. He indicates the services which the Employment Service can render in placement and training. If it seems advisable, information regarding MDTA, Job Corps, and Neighborhood Youth Corps is also given at this time. These sessions lasted from 15 minutes to half an hour, depending on the group. Every effort is made to encourage these young men to visit the Employment Service local office with a view to obtaining training, placement, or counseling.

Each rehabilitant who asks for a private interview is escorted into a private office made available by AFEES. He is interviewed about his needs and interests regarding counseling, placement or training. When a referral to the local office is desired, the individual is given an introduction card with the address of the local office and the name of the interviewer.

During the first 5 months of the operation of this program, an effort was made to speak with both the employed and the unemployed. It was found that only 21.6 percent of those rejected were either unemployed or underemployed. Many of those rejected were obviously intelligent and had jobs which would provide an adequate living for themselves and their families over the years. Due to a lack of formal education, they were unable to cope with paper and pencil tests, but they were functioning adequately in such occupations as mason, plumber, mechanic, and others in which practical, rather than verbal, intelligence is required. Many of them have the traditional "middle class virtues" of work, thrift, advance planning, and recognition of their responsibilities to society.

The 21.6 percent of the rejectees who constitute the unemployed and underemployed are largely the unmotivated, culturally deprived individuals for whom the Economic Opportunity Act is designed to offer a new chance. But before these young men can be helped, they must be encouraged to report to their local office for counseling and other services necessary to help them toward a productive life.

The program as carried on at AFEES is important in that, for many of these people, this is their first contact with the Employment Service and, for some, with any public agency. The impression made by the interviewers, therefore, may be a lasting one. Whether the potential rehabilitant contacts his local office may rest entirely upon the approach which the interviewer takes and the impression he creates.

Of equal importance, is the effort made by the local office to follow up those individuals who do not report. Since many of these young people are unmotivated, they may have to be encouraged by local office outreach to follow through on their appointments. Letters, telephone contacts and, where possible, personal visits, all encouraging them to come in to the local office will be effective. A minimum followup program should include a letter to the individual immediately upon receipt of the Selective Service rejectee interview referral form by the local office. If there is no response to the letter, a telephone call should be made where possible.

For the first 5 months of the program in Jacksonville AFEES, approximately 23 percent of those referred or needing referral actually reported to their local offices. One reason for this low figure is the distance involved. The area for which Jacksonville is responsible covers southeast Georgia and central and north Florida. In some of the less populous sections, these young men must travel 30 to 50 miles to find an Employment Service office. In some cases, followup has been inadequate; in others, personnel at AFEES have probably been unable to reach the individual.

Group discussion of job prospects and ES services is conducted at the AFEES in Jacksonville, Fla., by M. G. Winsett (left), interviewer from the Jacksonville YOC.

Just as important as a proper approach at AFEES and adequate followup is the service given when the rehabilitant reports to the local office. It is not enough to take an application for the files. If he cannot be referred to a job, all possible effort should be made to counsel and enroll him in a suitable training program. If there are no local programs available, efforts should be made to enroll him in a program in a neighboring community. Above all, time should be taken to ascertain the individual's needs and desires and, insofar as the latter are not realistic, there should be enough time available to help him understand and modify those desires in accordance with reality.

Approximately 45 percent of the young men who report for preinduction examination are found unfit for military service. More than 30 percent are disqualified for "mental" reasons. This 45 percent of the

future adult male population comes in direct contact with our service through our representatives at AFEES. Regardless of whether they need our services at the time, they will know about us when they do need service in the future, either as applicants or, in some cases, as employers. Our greater immediate importance, of course, is the opportunity we have to offer a new chance to the unemployed and underemployed. One of our primary problems in serving youth—especially the disadvantaged—is to reach them. The Selective Service Rehabilitant program gives us the opportunity for an initial contact.

Pennsylvania Serves Its Rehabilitants

JOHN M. KIRCHNER

In March 1964, the Pennsylvania State Employment Service began a program to provide services to young men who were rejected for military service by reason of failure to meet the educational achievement standards of the Armed Forces.

The program was a relatively simple one, operating within the existing structures of the agency and the Selective Service local boards. It was composed of the following elements:

1. Each month the Selective Service local boards were to send lists of names of the educationally deficient rejectees to the appropriate local employment offices.
2. The Selective Service local boards were to send individual letters to these youth, urging them to visit their local office for services relating to employment.
3. The local Employment Service offices were to interview, register, and assist these young men through counseling, training, referral to other agencies, referral to job openings, job development, and followup.

As the program progressed, it became evident that relatively few of the rejectees were appearing at the local offices. From the inception date in March until the end of June 1964, the 4,286 individual letters sent by the draft boards resulted in the appearance of only 536 (12.5 percent) rejectees at the local offices.

To find out why so few availed themselves of this offer of service, two local offices contacted a sample of 119 of the nonreporting rejectees. Approximately 80 percent of this survey group were found to be employed and presumably had little need for services. Four employed persons of the group expressed interest in the services of the agency, but three of them had already registered prior to receipt of the Draft Board letter. Three of the unemployed rejectees were already unemployment compensation claimants and therefore registered for work with the Employment Service.

Some of the reasons given by the unemployed for not reporting to the local offices were:

Attending school.

Previously registered and did not get a job.

Registered in another local office.

Awaiting a promised job.

Lack of interest.

To obtain greater participation by these young men, and to make available to the Employment Service information from the preinduction medical and test records, the program was modified to include an interview by Employment Service personnel at

Captain Austin R. Lee and Robert Miller, ES interviewer, speak to a group of potential candidates for the Selective Service Rehabilitant Program at the New Cumberland, Pa., Armed Forces Examining Station.

John M. Kirchner is an Employment Security Specialist, Applicant Services Division, Pennsylvania State Employment Service.

the Armed Forces examining stations. Interviewers were provided from the staff of Youth Opportunity Centers for the examining stations in Philadelphia, Pittsburgh, and Wilkes-Barre. The station at New Cumberland was serviced by an interviewer from the nearby Harrisburg local office. In group sessions, the interviewers described to the educationally deficient rejectees the possible benefits of the services available.

Those who expressed interest in the program were interviewed individually at the examining station as time permitted. Waivers were obtained to permit access to the Selective Service medical and test records, and an interview referral form was prepared to provide pertinent information for the appropriate local office or Youth Opportunity Center. The youths were given introduction cards to the servicing office.

The servicing offices were charged with providing intensive services to those who reported. The young men who failed to report were followed up to arrange appointments as appropriate.

Pennsylvania's Department of Health also provided representatives at the Armed Forces examining stations to give counseling and referral for health and medical services to those rejectees who failed to meet the physical standards of the Armed Forces. Coordination was necessary to provide service to those who fell within the scope of both programs.

Approximately $44,000 was used to carry out the program. This amounted to about $24 for each of the 1,800 individuals who reported to a local ES office for service during the period March 1964 through June 1965.

Although the program has been described by some as "somewhat less than a resounding success," almost 69 percent of the persons served received employment counseling. Twenty-two percent were placed in jobs. An additional 11 percent were enrolled in training, referred to other agencies for specialized services, or referred to the Job Corps. For those who have not yet been materially assisted, continued efforts will be made.

Opening New Doors to Rejectees

BURTON B. HOSCH

For several years the Mississippi State Employment Service had included in its priority programs a plan to emphasize individualized services to applicants. Thus, when the opportunity to concentrate on a program to assist Selective Service "rejectees" was initiated, implementation was quick.

Early in 1964, an action program of service to "rejectees" was instituted. Letters, prepared by the State Employment Service for Selective Service local boards were mailed to the rejectees asking them to report to the nearest State Employment Service office for assistance.

From the outset, the lack of local employment opportunities, the needs of the educationally deficient applicants, and individual inertia were major problems; 70 percent of those to whom letters were sent never came in. However, 40 percent of the unemployed who came to a local office were placed in some type of gainful employment.

The expansion of MDTA is providing additional opportunities for assisting these youths. Training offered under MDTA is increasing in Mississippi, in both facilities and occupations. Job Corps orders also broaden the field of possibilities.

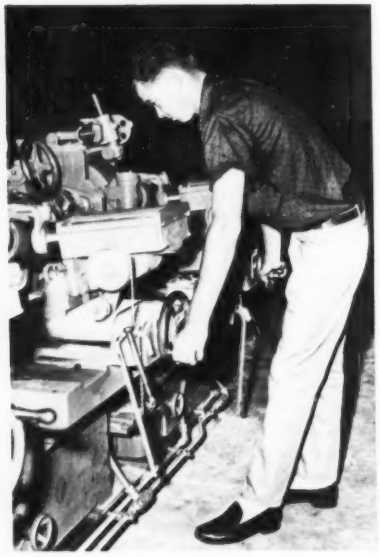
A large number of the rejectees who receive notices never report, and thus are never exposed to possible service. During the period July–December 1964, only 24 percent of the rejectees reported after being notified. To determine why rejectees were not reporting for service, a 10-county sample survey was conducted of rejectees who had failed to respond. In total, 550 letters and questionnaires were mailed. Sixty-four percent replied, and of these two-thirds stated they were working when they received the letters asking them to visit the nearest Employment Service office; the other one-third indicated they wanted and needed jobs at the time of their reply. Of the 352 replies, 31 percent said they needed help and 37 percent, which apparently included some who were working at the time of the initial notice, said they were willing to use the State Employment Service to achieve their job goals.

Under the current program rejectees are initially contacted by Employment Service counselors at the Armed Forces Examining Station, before returning home. Time between completion of examinations and scheduled departures does not afford extensive interview, so a simple folder is given each person interviewed.

This folder, titled "To Get A Job," briefly explains what the State Employment Service can do for applicants, and advises the rejectee to visit the nearest Employment Service office. A directory of local offices makes up a section of the folder and the local office nearest the applicant's home town is checked for him.

The current plan—interviewing at the Armed Forces Examining Station at the time the selectee is told he has been rejected—has not been in effect long enough for the results to be measured. State Employment Service personnel and Selective Service

Burton B. Hosch is Public Relations Representative, Mississippi Employment Security Commission.



This young man is a trainee in an MDTA course for machine operator, general.

people hope it will mean reaching a higher percentage of rejectees and helping more of them to become productive workers.

Where the door of service to the Nation in the Armed Forces closes for these young men, another door opens—through MDTA, Job Corps, YOC, NYC, and everyday service of the Mississippi State Employment Service—in their personal war against poverty for those who seek to become useful citizens.

Some gratifying results have been achieved through utilization of training opportunities provided under MDTA. For example, of the 235 trainees in MDTA courses in Gulfport, 20 are Selective Service rehabilitants.

Typical is a high school graduate with an irregular employment record and an unsatisfactory job experience. This trainee was rejected on the basis of his educational achievement test—the results were later verified in the local office by the GENERAL APTITUDE TEST BATTERY. The youth was counseled and selected auto mechanics as his goal. He was referred to MDTA for training. He was given 6 weeks of prevocational literacy training and is now, with a new outlook on life, in vocational training. Completely new worlds of understanding, aptitude, appreciation, and contentment are the rewards achieved by this rehabilitant.

Standing on the brink of a new way of life, this young man in his own words "has been found." His instructors rate him high and have big hopes for his success and his becoming a good, productive, and well adjusted citizen.

REACHING RURAL IMPOVERISHED

(*Continued from page 5*)

disadvantaged people best be encouraged to leave their accustomed surroundings and way of life for a new adventure in training and employment? Employment services to these areas are limited, since full-time employment offices are not available in many impoverished areas.

At this time, the Tennessee Agricultural and Industrial University agreed to sponsor an experimental and demonstration project, financed by the Office of Manpower, Automation and Training under the provisions of the Manpower Development and Training Act, to seek out and offer training to these disadvantaged, poverty-stricken, long-term unemployed.

The Tennessee Department of Employment Security agreed to assist the University in the following steps:

1. Selection and organization of community councils in several deprived areas chosen because of their remoteness and the inadequacy of employment, education, and social service opportunities;

2. Organization of voluntary groups of local citizens as good-will ambassadors to gain the confidence of prospective trainees and their families through personal association and encouragement by trusted acquaintances;

3. Development of a mobile recruiting unit to contact persons who would not or could not visit any of the established manpower centers;

4. Interviewing and screening of some 400 persons and enrollment of 170 individuals and family groups in the project. Entire families of two to six persons were provided living quarters by the University at nominal cost to the trainee to determine the effect of transfer of such families from rural to urban environment;

5. Provision for vocational and personal counseling services;

6. Establishment of occupational training projects in three fields—livestock farming, park services and maintenance, and meat processing. This was done with the assistance of the Tennessee Division of Vocational Education.

After a brief orientation and evaluation period, the trainees were enrolled for a 36-week period. All trainees who needed basic or remedial education were required to take such training along with the selected occupational course. The courses were completed in mid-September 1965.

Counseling services provided for the families included instruction in marketing, housekeeping, personal hygiene, health habits, and family recreation. Guided tours to shopping centers, theaters, health centers, parks, and religious institutions were highlights of the summer. Modern work aids and labor-saving devices were introduced and explained. Throughout the entire program, trainees and their families were taught the value of dependability, courtesy, loyalty to employers, and respect for the rights of others.

Morale was high among the trainees and most of the objectives seemed assured. By the time the training was completed, some of the trainees had jobs awaiting them in their home communities or elsewhere; a few had passed the high school equivalency test and planned to enter college. Job development work was in progress and prospective employers visited the classes to interview the trainees. Placement of graduating trainees was expected to be accomplished without difficulty.

A year of followup of trainees is planned by the University before the final report on the research is released.

Through this project, perhaps for the first time in lives that have known mostly despair and defeat, we have been able to reach out a helping hand to these rural poor.

Salt Lake City's Youth Opportunity Center

ARZA EVANS

The 10th Youth Opportunity Center in the United States was opened in Salt Lake City on February 23, 1965. It is centrally located and convenient to districts containing a high proportion of poverty, unemployment, school dropouts, minority groups, dilapidated housing, and other indicators of social, cultural, and economic deprivation. Transportation and parking are also convenient to this central location. The original staff includes the manager, seven experienced Department of Employment Security personnel, and 15 CAUSE trainees. The philosophy behind our new Youth Opportunity Center is to increase our traditional employment services to all youth and to develop new programs for the disadvantaged.

The decor of our new office includes light colors, contemporary furniture, a centrally located waiting area, and a receptionist located in the reception area rather than behind a counter. We have endeavored to eliminate artificial barriers and to give the youth a feeling of inclusion rather than exclusion. Our facilities also include semiprivate booths for counselors, testing rooms, and a spacious conference room.

Youth ES Services

The job development and placement program has been expanded to include five Youth Employment Service (YES) offices in the Salt Lake area. The idea behind these offices is to let youth help youth. Employment Security personnel train and supervise the youths employed in these offices. YES activities include job development, application taking, placement, and verification. Personnel in three of these offices are paid from ES funds, while the other two receive pay from the United Fund through a cooperative agreement. These five YES offices made 526 placements between June 1, 1965 and the end of summer. We are planning to promote a year-round YES program.

Outreach

Good publicity and outreach activities, along with excellent community relations, have attracted large numbers of young people to our Youth Opportunity Center. Since many of the youths who need help most will not come into our YOC on their own, our outreach activities include contact with both individuals and organizations. Counselors go into problem areas and find young people in need of help. Contacts are also made with local clergy, the Juvenile Court, the NAACP, welfare agencies, and other groups who work with disadvantaged young people.

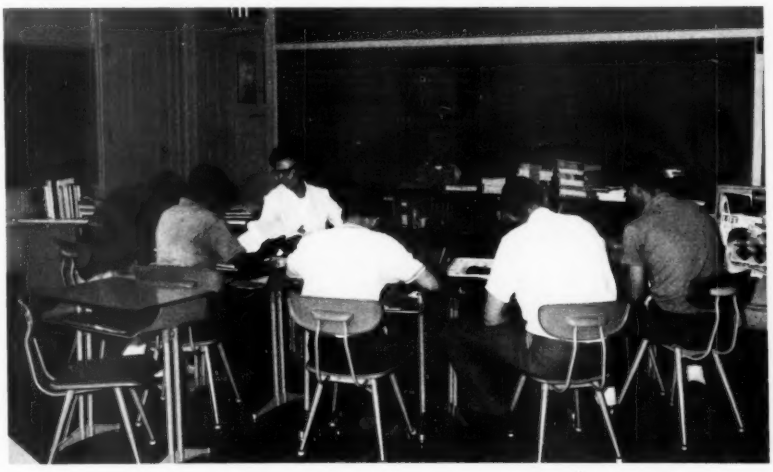
Job Corps

The recruitment for females in the Job Corps program is handled by Women in Community Service (WICS), while our office recruits the young men. Since our opening in February we have sent 202 completed applications to the Job Corps, of which only 43 have so far been accepted. Of these acceptances, 28 youths have gone to Job Corps camps.

Neighborhood Youth Corps

Two successful Neighborhood Youth Corps Projects involving 360 youths are now in operation in the Salt Lake City area. Our YOC aided the sponsors in writing up the project proposals. We have also been responsible for the recruiting, selection, referral, counseling, and followup for these programs. Five new Neighborhood Youth Corps projects involving about 700 youths are now in the final writing stages in the Salt Lake area. Four of these are in-school projects sponsored by the local Boards of Education. The other is being sponsored

An MDTA remedial education class.



Arza Evans is Programs Coordinator, Salt Lake City Youth Opportunity Center, Utah Department of Employment Security.

An NYC group counseling session.

Youth helps youth in the YES program.

by the County Commission. The local Boards of Education will do their own selection and referral and most of the counseling. We will do part of the counseling and all of the followup work. The County project calls for us to do about half the selection and referral and counseling and all of the followup work such as job placement and referral to further training and counseling.

MDTA

We currently have operating a special MDTA project for 60 youths in need of remedial education and prevocational training. Basic communications, arithmetic, manual arts, cooking, and an introduction to several basic occupational skills are included in this program.

Use of Volunteers

We are very fortunate in the Salt Lake area to have a Community Service Council, which offers a volunteer service. The Volunteer Bureau recruits young people through the high schools. These volunteers are used in routine clerical work and in the YES program.

Salt Lake also has a Youth Advisory Council that has for many years been concerned with broad phases of youth activity, such as legislation affecting youth and special work projects for delinquent youth. We have high hopes that this council will also be of help to our YOC.

Problems Encountered

As one of the first YOC's to open in the United States, we have encountered several problems and obstacles that might be of interest to others. Some of these problems have been solved and some are still in the process of being worked out.

Our physical facilities are not flexible enough to permit the temporary addition of personnel necessary for us to participate in new Neighborhood Youth Corps projects that may later be phased out. The use of considerable numbers of volunteers such as WICS, VISTA, and Community Service Council people, was not anticipated when we planned our original facilities. As a result, we are now limited by a lack of space. Group counseling sessions have been handicapped by a lack of rooms large enough for 8 or 10 counselors. Our facilities are now being expanded. In January 1966, we will have twice the present floor space.

As a part of the outreach program, YOC counselor Rudy La Valle (left) talks with youths about how the Center can help them.

A problem of coordinating our employer relations and placement programs with other local ES offices has been encountered. Sometimes employers were not sure which office to call and sometimes our applicants were not given an honest chance at every job order taken in other local offices. Mass layoffs at local missile facilities, the area's limited industrial base, and the natural desire of each interviewer in the four local offices to place the applicants he has interviewed have aggravated this problem. Closer cooperation and coordination and better communication have helped to solve this problem. We also found that our Youth Employment Service personnel needed more intensive training on ES policies, programs, and procedures.

We have discovered that even though we have excellent counselors,

they are not fully prepared to handle the more severe counseling cases brought in by our outreach program. More training and experience beyond the CAUSE program is recommended. The YOC staff is now engaged in a University of Utah outservice training program in "sensitivity training" to increase group counseling skills.

Since it currently takes 3 to 6 months for the Job Corps to accept a youth after we send a completed application, this time lag has been discouraging to interested young people and to our counselors. We were given a quota of over 200, and we conscientiously recruited the full quota. However, only 43 have been called by the Job Corps. We hope the Job Corps will solve this problem for us.

Our original Neighborhood Youth Corps project proposals were not flexible enough to provide adequate services. In counseling and testing youth, we have found great differences of capabilities among them. Future NYC projects and renewals of existing projects will be more flexible. In addition to the work training and counseling currently available, a youth may be offered remedial education, vocational training, or an exciting new high school completion program.

We lost thousands of dollars for our budget, and thus a number of our staff, as a result of not being specific in the Salt Lake County Neighborhood Youth Corps project proposal as to exactly what counseling services we intend to perform. There is also a time lag problem in financing NYC projects. We hope that other YOC's will benefit from our experience.

In our efforts to do something new and unusual and effective for youth, we have found it necessary to sell new concepts and programs to the community, as well as to some Employment Security personnel. It is hard for some of us to realize that counseling and training are taking their places right alongside of placement and application taking as Employment Service functions.

If we can help a disadvantaged individual achieve employability through counseling and upgrade skills through training, then we have made the person more productive and self-sufficient. As we raise the marginal productivity of labor, we actually help create jobs, and increased employment reduces welfare and other social costs. This is possibly a greater service to the community than making direct placements. This is a new concept which will need more time to obtain full acceptance.

Neighborhood Youth Corps Comes to Arkansas

MARVIN R. TAYLOR

The Neighborhood Youth Corps' introduction to the State came in the early spring of 1965, just after a tornado had wrecked the town of Conway, Ark. An emergency program was set up in which NYC enrollees would assist in cleaning up the debris. The Arkansas Employment Security Division recruited and screened youth applicants and, within hours, they were busy at the tremendous task. When the project ended, it was apparent to all concerned that the program had not only helped the enrollees by providing funds to be used to return to school, but had also rendered valuable service to a distressed community.

Marvin R. Taylor is Youth Services Specialist, Arkansas Employment Security Division.

As the summer months drew near, the number of youth filing applications with local employment offices for summer work reached an alltime high. Proposals for NYC summer projects had been submitted to Washington by prospective sponsors and, after final approvals, ES local offices over the entire State were besieged with requests to screen and refer youth applicants.

Following a meeting of all ES local office managers in Little Rock in late May, the managers immediately began hiring and training temporary personnel. Some of the offices could expect orders for as many as 2,000 NYC enrollees, and every local office was to be involved for at least 250. Each local office scheduled convenient visits with sponsors for screening youth in each county, and the sponsors cooperated by arranging for a meeting place and publicizing the visits. Since no official NYC forms were immediately available, ES application and referral cards were substituted so that the programs could begin on time. As NYC

Dear Mr. Bland:

We take this opportunity on behalf of Mr. Lewis Johnson (President, Arkansas Farmers Union) and myself and some 400 User-Agents of Neighborhood Youth Corps to express our appreciation to the Employment Security Division for the outstanding excellence and performance exhibited by your personnel in determination of eligibility, referral and in placement of youth during this program. . . . Your Agency has been the subject of constant complimentary statements and remarks by the User-Agents involved in the program representing all 75 counties in the State of Arkansas.

(Signed) A. J. "RED" MOSS
Project Director,
Arkansas Farmers Union
NYC Program

forms became available, they were completed by ES representatives in subsequent visits to the worksites.

In many of the programs, physical examinations were provided. These were arranged by the sponsors and furnished free of charge to the youth. This was the first time many of these youngsters had ever been examined by a doctor.

The enrollees were predominantly in-school youth, and this was the first work experience for a vast majority. Weekly group counseling sessions proved to be a highlight of almost every program. ES counselors and local office managers were requested to participate in many of the sessions, and there were repeated requests for showings of the film "When I'm Old Enough, Goodbye."

The scope and impact of NYC in Arkansas has been tremendous. State agencies, county and municipal governments, hospitals, nonprofit community organizations, schools, and other interested sponsors provided their enrollees with valuable work experience and guidance. News media over the entire State immediately began to publicize the work the youngsters were doing and to inform the public of the experience and guidance the youngsters were receiving. The jobs these youth performed included hospital aides, clerks, typists, highway maintenance helpers, aides to soil conservationists, library attendants, equipment maintenance helpers, aides to surveyors, and laborers.

An NYC enrollee, under direction of a Soil Conservation technician, places "matching lines" on a set of aerial photographs for land use changes.

Including replacements for youth who resigned or were terminated, ES local offices in Arkansas recorded a total of 16,503 NYC placements for the months of May, June, and July.

The fall and winter programs were scheduled to begin in Arkansas approximately September 15 and to include some 5,000 in-school and 300 out-of-school youth. The Arkansas Employment Security Division was requested to screen and refer youth to these projects.

The tremendous task of referring youth to the NYC summer programs over the State could not have been accomplished without the dedicated and unselfish service of ES local office staff members. The Arkansas Employment Security Division is proud to have been a part of this gigantic summer program to help our youth.

MELBOURNE TIMES photo.

These NYC workers are rebuilding a low water bridge. The program is sponsored by the Arkansas Farmers Union and the city of Melbourne acts as a "User-Agent" and provides work stations and supervision for the young people.

ARKANSAS DEMOCRAT photo.

Little Rock NYC workers cut sod into sections for transplanting at the city's golf courses. The program is sponsored by the Arkansas Farmers Union.

es newsletter

TASK FORCE TO REVIEW E.S. PROGRAMS

A 14-member Task Force announced by Secretary of Labor W. Willard Wirtz will review the operations of the Employment Service and submit its findings and recommendations on or before January 15, 1966. Under the chairmanship of Dr. George Shultz, Dean of the Graduate School of Business of the University of Chicago, membership on the Task Force is drawn from business and industry, organized labor, universities, foundations, and national religious and welfare organizations. Secretary Wirtz stated that the group was created "to review the operations of the Employment Service and to consider what is needed to improve its operations as the front-line agency for translating manpower, education and training, and war-on-poverty policy into operational reality." All Employment Service personnel have been requested to cooperate in furnishing information needed by the Task Force.

PLACEMENT PROGRAM FOR DISPLACED TEACHERS

Teachers displaced through school intergration are being assisted to find other employment in educational or related professional fields through a new program conducted by the Employment Service in close cooperation with the National Education Association and State Negro teacher associations. Affected teachers are being registered by the ES, mainly in 17 deep-South and border States, and the interarea recruitment network is being used to identify States and localities where teacher shortages exist. Efforts are also being made to develop openings in the fields of public welfare, health, vocational education, and community programs. Where displaced teachers need to upgrade qualifications to meet certification requirements of other school systems, special courses under MDTA will be initiated. A number of teachers have already been placed, and the Employment Service is prepared to give maximum service to those expected to be displaced for the 1966-67 term.

IMMIGRATION AND NATIONALITY ACT AMENDMENTS

The 1965 amendments to the Immigration and Nationality Act (P.L. 414), signed by the President on October 3 as P.L. 89-236, require that each alien desiring to enter the United States as an immigrant to perform skilled or un-

790-277 O—65——3

skilled labor in shortage occupations obtain a certification from the Department of Labor prior to issuance of a visa. Included are those who enter on a nonpreference basis or who come from Western Hemisphere countries. The certification is to the effect that U.S. resident workers are not available and that wages and working conditions of those similarly employed will not be affected adversely. The Department of Labor must also issue a certification of approval to the Attorney General with respect to those "who are members of the professions or who, because of their exceptional ability in the sciences, or the arts, will substantially benefit prospectively the national economy, cultural interests or welfare of the United States."

The Bureau of Employment Security will have to recommend decisions regarding certification in an expected 75,000 to 80,000 cases per year compared with annual totals of 25,000 or fewer in the past. Use of lists of occupations subject to certification and noncertification is expected to reduce substantially the individual case review. The amendments become effective December 1 except for those providing for removal of the national origin restriction of the old law and the Western Hemisphere ceiling.

STAFF DEVELOPMENT AND TRAINING FUNDS

The 1966 fiscal year appropriation by the Congress of $2,485,000 for State staff development and training makes possible a considerable expansion in in-service and out-service training, and research in and development of training. Guidelines and criteria have been issued to the States for use in preparing training plans. Criteria are intended to insure a reasonable balance among the major functions--employment service, unemployment insurance, research and statistics, and supporting services. New in-service training will include training of State agency staffs in carrying out their responsibilities under titles VI and VII of the Civil Rights Act.

CONFERENCE OF MAJOR METROPOLITAN AREA MANAGERS

At a meeting of State Employment Service directors and area managers of the 56 largest metropolitan labor areas in Dallas on October 4 and 5, the USES management improvement program received special attention. Preliminary copies of Guide for Use in Determining Needs for ES Services Furnished by Local Offices and of Management Supervision were provided to each ES director and area manager for review, comment, and trial use in local office operations. Panel reports and floor discussions covered a wide range of activities and problems involved in current metropolitan area manpower operations.

Recruiting for the Job Corps

HENRY LECIL CHILES

Recruitment for the Job Corps got underway in South Carolina almost as quickly as a team of firefighters would be gathered to fight a brush fire. There had been no indication that South Carolina would be involved in any way in the Job Corps. Suddenly, in January 1965, young men of the State were to be given the opportunity to enter camps in other States. A specific number of applicants had to be found by a designated deadline. The first order was for 15 rural applicants. Two local offices were asked to help recruit them. The word on the Job Corps recruitment in these two areas spread as fast as a brush fire, and, by the end of the first week, three counties had been saturated with news of the beginning of the program.

Numerous unforeseen problems began to emerge but they were corrected before they had gained a foothold. The main problem was that everyone seemed to have a different idea about who would be eligible for the program. Through the cooperation of the newspapers, radio, and TV stations, the facts about the Job Corps were passed on to the public; acceptance and response were most enthusiastic.

Within a very few days, boys who had never used our services before were reporting to local offices. Most were school dropouts who had not been able to locate suitable work and had already learned that earning a living in today's world requires training for a job. Many of these boys were from large destitute families, and some belonged to the second generation of welfare recipients. With no encouragement from their families, and no one who seemed really to care about them, these boys had plunged into the river of life and found they could not swim. The Job Corps seemed to offer a life preserver. These were eager boys, ready to learn, waiting for a chance to make something of themselves.

Of the 492 eligible applications submitted to the Job Corps by July 1, half had been selected and sent to camp. Through the cooperation of the Armed Forces examining stations, the South Carolina State Board of Health, and many local physicians, the medical examinations required for each applicant were conducted with very little delay.

Numerous volunteers also helped to speed the recruitment and processing of applicants. An outstanding example of the services given by volunteers is that of M. M. Montgomery, principal of Fleming School, Lynchburg, S.C. He spent many hours of his own time contacting known school dropouts in his rural community to tell them about the opportunities the Job Corps has to offer. In many instances, he transported boys to the local office for screening, to Fort Jackson for medical examinations, and to the points of departure, without reimbursement for his time or expense. The same type of cooperation has been shown

(Continued on page 44)

Henry Lecil Chiles is State Job Corps Coordinator in the South Carolina Employment Security Commission.

Melvin Hatchell, 17, center, the first person from Chester, S.C., to receive assignment to the Job Corps, takes his acceptance oath in the presence of John McKeown, manager of the Chester ES local office, right, before leaving for the Breckenridge Job Corps center.

Cecil Howard, left, Job Corps coordinator for Anderson and Oconee Counties in South Carolina, bids farewell to Anderson County's first two Job Corpsmen, Larry Beck and Harry Webb, both 19, before their flight to the Gary Job Corps center in San Marcus, Tex.

Top to bottom, David W. Garner, Columbia; Tommy Perhealth, McColl; and Fulton O. Wood, III, Columbia, about to take off for the urban Job Corps training center at Camp Atterbury in Edinburgh, Ind. All three boys are school dropouts and have a history of failure in finding a job.

790-277 O—65——4

Flexibility— to Neighborhood Youth Corps Success

ROWLAND M. WARGO

The Neighborhood Youth Corps has grown into a program of considerable significance in New Jersey, and much of the success may be attributed to the flexibility demonstrated by both the NYC organization and the local project sponsors. The flexibility of the New Jersey State Employment Service has also contributed to the success of these projects not only in recruiting and counseling services, but also in providing advice and assistance with administrative problems.

The New Jersey Highway Authority, a quasi-governmental corporation that operates the Garden State Parkway, is sponsoring a project which illustrates flexibility and innovation. Even the concept of "neighborhood" is stretched in this project which extends for 80 miles of the Parkway's 173-mile length and uses seven offices of the New Jersey State Employment Service to recruit enrollees.

The relative newness of the Neighborhood Youth Corps program in March of 1965 made it imperative for the Parkway and the Employment Service to work together to reach agreement on areas of responsibility and to establish lines of communication. Even our experience with the Nation's first NYC project in Newark (see ES Role in Newark's Neighborhood Youth Corps, EMPLOYMENT SERVICE REVIEW, May 1965) was irrelevant in this new and different project.

An early example of the need for modifying procedures was the liaison arrangement. At first, all contact with the sponsor was through the State NYC coordinator. It was assumed that consistency of effort could be maintained best if the Parkway dealt with only one Employment Service representative. Shortly after the project began, liaison responsibility was transferred to the local office serving the area in which the Parkway administration building was located. As the two organizations became accustomed to the arrangements for final screening, the Parkway way dealt with each local office directly. This arrangement has been very effective, though another multi-area project sponsor in New Jersey prefers to work with the Employment Service exclusively through the NYC coordinator.

Although it had been expected that the project would begin in November, enrollment of trainees did not begin until early April because of delays in obtaining approval for this experimental program. As a result, it was necessary to change the geographic areas to be covered. It had been planned originally to recruit eight

Rowland M. Wargo is the Neighborhood Youth Corps Coordinator, New Jersey State Employment Service.

Photos courtesy New Jersey Highway Authority.

Two NYC enrollees receive instruction in proper techniques of spraying pesticide with an "orchard gun."

Underbrush and saplings are fed into a wood chipper.

A tractor-drawn rake is one of the pieces of equipment operated by the NYC enrollees.

Digging holes for planting trees and shrubs is made easier by use of a tractor-powered auger.

youths in Atlantic County and seven in Cape May County, both noted as summer resorts but with high levels of unemployment during the other three seasons.

Since three other NYC projects would be recruiting in the two counties during the coming months, the Employment Service recommended that the Parkway transfer the 15 openings to the central and northern areas.

Recruiting began early in April and first reports from the six offices involved were highly discouraging. It appeared that many disadvantaged youths were declining enrollment. Even the Newark Youth Office, which had recruited 350 young people for its city project, was unable to fill its Parkway quota of nine. After 2 weeks of recruiting, less than half of the 60 specified in the project contract were enrolled.

The main reason for the recruiting failure appeared to be the New Jersey Child Labor laws which set the minimum age of enrollees at 18 because of the potentially hazardous nature of the work. The enrollees are rotated in their duties until they indicate a specific area of ability and interest. They operate tractors, cultivators, mulchers, mowers, sprayers, and the like. Some work as nursery aides. Two are assigned as vehicle and equipment mechanic helpers. Two are gaining clerical experience by spending part of their time keeping training records. Since the prospective enrollees were old enough to work in a factory at jobs that might pay more than the $1.25 an hour offered by the Parkway, most of them preferred to "wait for something better."

Another problem was that of transportation. The enrollees were asked to report to pickup points on or near the Parkway. These sites were selected by the project officials to coincide with Parkway work schedules. Not only was this administratively desirable for the Parkway, it also seemed to offer an opportunity for the enrollees to gain the experience of planning and using transportation to a job that was not located "just around the corner." But for many of the youths, getting to the pickup point would have meant taking two buses each way and this would have cut deeply into their earnings of $37.50 per week. The Newark candidates expressed a preference for the conveniently located city project, in which openings arose occasionally due to dropouts and "graduates."

Once the problems had been identified, the Parkway project staff members met with Employment Service staff and jointly planned new pickup routes which would be more accessible to the poverty neighborhoods from which the enrollees were being recruited. The Employment Service NYC Coordinator suggested that offering a merit raise after a month of employment and extending the workweek to 40 hours might increase the attractiveness of the program. The Parkway officials concurred, but doubted that the Neighborhood Youth Corps would change its policy on the standard $1.25 rate of pay and the 30-hour workweek. Through the efforts of the New Jersey Employment Service, approval for the two changes was obtained, with the understanding that the Parkway would pay the extra expense.

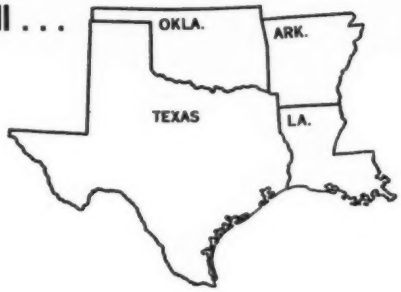
With the new arrangements as added inducements for enrollment, the various employment offices intensified their recruiting efforts. Additional contacts were made with welfare agencies, probation and parole offices, the Urban League, and other community organizations. Candidates were sought in pool rooms and other gathering places. Enrollees were encouraged to get their friends to join. The prospect of higher pay and convenient transportation proved to be decisive factors in helping the project meet its enrollment goal.

Have the exceptions that were made for this project been worth the

(*Continued on page 21*)

The Job Corps Program in Region VIII . . .

Will Do!



JAMES ST. JOHN, Jr.

Approximately 2,500 youngsters in the four-State Dallas region (Arkansas, Louisiana, Oklahoma, and Texas) have been assigned to the various Job Corps camps and residential centers. Many more have been accepted and are awaiting assignment, and still others have been referred to the Job Corps for possible selection.

To a very large degree this has resulted from efforts above and beyond those which should reasonably be expected of local office personnel. We, here in the Dallas regional office, through the years have come to accept unselfish and conscientious effort on the part of the local office people as a matter of course. We have watched them absorb special programs and crash programs time after time and turn in a commendable performance.

Local office people in our region, as elsewhere, gave unstintingly of their time, working many hours of uncompensated overtime in contacting youth for possible screening, to arrange appointments, to secure parental consent, to notify them of acceptance, to notify them of travel arrangements, to get them to the bus or plane which would start them hopefully on their way to a new and better life.

Seemingly impossible deadlines became the trademark of the Job Corps operation, especially in the earlier days. Our very first orders were received in advance of the Job Corps screening handbooks and other needed supplies. Physical examinations of Job Corps candidates had to be obtained by the local office in many cases *before* arrangements could be completed to permit payment to private sources or before Federal examining facilities were authorized by *their* national offices to furnish these examinations. Local office personnel in many cases persuaded private doctors, community agencies, and Federal facilities to provide these services, without assurance of reimbursement, as a public service.

In areas where this was not possible, local office personnel simply loaded the youngsters in their own cars and took them to areas where arrangements had been made. Now, of course, all local offices are able to assure payment when Federal examining facilities are not available, but frequently it still requires considerable effort to locate a source willing to provide the physical examination for the fee the agency can offer.

The business of transporting those youngsters, either during the period when they are being processed or when actually starting them on their way to camps, presented another problem still not entirely resolved. In transporting Job Corps candidates in their private automobiles prior to the time the candidate was sworn in, the local office personnel knowingly accepted liability in the event of an accident.

Local office staff continued to expend even more time and effort in starting those youth finally selected on their way. While more realistic schedules have evolved since the Federal Electric Corporation transportation offices have been established and gradually worked out many of the earlier "bugs," the first shipments were utter chaos. Frequently, details arrived in the local office only hours before a youngster was scheduled to depart, often at night or on weekends. The time scheduled for departure frequently required that someone leave home at midnight or shortly after, and drive distances up to 100 miles to pick up a youngster and get him to the point of departure at the scheduled time. When the occasion demanded, Job Corps selectees were even driven by private auto into the next State, to catch that very important bus.

All over the region, local office people dug into their own pockets to provide Job Corps enrollees with the price of a meal—or a toothbrush—or a local bus fare. Quite a few boys were fed or otherwise assisted during unavoidable layovers, by local office personnel who met them at an intermediate point along their way. On many occasions, local office people made arrangements, often in the middle of the night, to help some youngster on his way when the bus arrived late or a plane missed connections. Many a youngster, being shipped to camp in a cold climate, arrived wearing clothing provided by someone at the local office which recruited and shipped him.

Since the local offices were anxious to make as impressive a ceremony as

---

James St. John, Jr. is Employment Service Adviser in the Dallas Regional Office of the Bureau of Employment Security.

A Job Corps oath-taking ceremony in the Little Rock Metropolitan Office.

possible of swearing in Job Corps selectees, especially the first to go, they frequently prevailed on the most prominent local authority who could administer the oath, to perform this chore, some times at unusual hours, often on short notice.

We believe these unselfish and unstinting efforts result from the very real concern the folks on the firing line feel for the applicant desperately seeking a job but with little or nothing to offer an employer. Perhaps only those who have experienced that feeling of helplessness and frustration, when faced with eager youngsters for whom there are no prospects, can truly appreciate this concern.

The Job Corps, of course, is not the final solution for either the youth or the local office, but it offers possibilities not previously available. The final solution is full utilization of the youngster's abilities in productive employment, accompanied by an adequate income and a way of life that will make it much less likely that *his* children will need the Job Corps. But the local office will be able to refer him to a job which can lead to this, only *if* he returns from the Job Corps after having acquired desirable work habits and the rudiments of a needed skill.

We believe that this possibility, even more than the normal desire to implement any new or ongoing program to the best ability of the local office, is the motivating factor behind the really remarkable record written in the past few months. We doubt that the full measure of the efforts of our local office staff will ever be known or fully appreciated by those of us in the national, regional, or State offices, or by our friends in the Job Corps. Yet, somehow we feel that even if this were possible, it would not mean as much to the local office folks as the letter they occasionally get from a youngster they have helped which says, frequently in pathetic English, "Thank you."

Hopefully, the confusion and urgency which have characterized this program from its inception will gradually disappear. Come what may, we believe OUR local office people will continue to respond "WILL DO" to the sometimes unreasonable and seemingly impossible requests which are made of them.

KEY TO NYC SUCCESS

(*Continued from page 19*)

extra time and cost? The reactions of the enrollees indicate a decidedly affirmative response. A positive indication of the value of the project comes from the reports of counseling sessions from several local offices. Most of the counseling has been done in group sessions and one counselor reported the following:

"The session began with a discussion of the various types of work each of the boys is doing. The boys showed such enthusiasm for their jobs that at times all six were talking at once. The attitude of the boys on the Parkway project seems to reflect what I feel is gratitude for a chance to work and prove themselves."

A counseling session at the Newark Youth Office was so lively that even after 2 hours of programed information giving, discussion, and role playing, the counselees didn't want to go home.

With the longer workweek, counseling and other supportive services seemed in danger of diminishing. However, such was not the case. Formal, traditional Employment Service type counseling has been replaced by carefully planned group counseling sessions and individual followup techniques. Genuine interest for the welfare of the enrollees has been demonstrated by key Parkway officials.

Medical Help Given

In addition to counseling and referral to evening educational programs, the Employment Service has worked with the project staff to arrange medical and psychological supportive services for the youths.

Several of the enrollees show the effects of a life of physical neglect and emotional strain. Fortunately for one of the enrollees, the work situation itself was enough to remove a psychological handicap that otherwise might have proved a life-long employment barrier. Upon entering the project the enrollee was noticably withdrawn. After several months of working with young men of his own age and gaining a sense of achievement as he learned rudimentary landscaping skills, he began to "open up." Now he is known as one who enjoys a joke and likes to take part in discussions.

The ability of the Employment Service to advise the Parkway on matters of wages, hours, and geographical areas of operation, together with our flexibility in recruiting and counseling techniques, helped to make this project a success.

Community Cooperation Clears the Way

EDWARD S. CROFT

About 4 years ago the Rochester local office of the New York Division of Employment decided there was a need for a new approach to employment and training problems, with particular emphasis on increasing the effectiveness of our community participation. The local office was reorganized to furnish more effective overall service to the community rather than emphasizing placement alone. In addition, the Senior Manager and his staff spent considerable time developing good relations with the various community groups.

Of necessity, a large part of the public relations work was performed in the evening. As an example, management and staff were urged to attend organizational meetings of community groups concerned with a broad range of social problems, including housing and education. We were convinced that involvement in the total life of the community provides an entree into many community agencies and groups with whom the Employment Service has had little or no association, and that such association is necessary for the Employment Service to be effective in its comprehensive attack on manpower problems. Staff members were given speaking assignments before management, labor and other community organizations.

The press was encouraged to come to us for news stories. Relations with the press went far beyond merely reporting the status of Employment Service programs and included discussions of hopes, promises, and the progress of programs, as well as their pitfalls, problems, and relationship to the total community. This close dialog with the local newspapers contributed significantly to the community's understanding of manpower problems, Employment Service objectives, and the cooperative efforts of all community agencies.

In all of our contacts, we expressed the belief that our role in the community was to assist any organization, employer, or individual in the solving of manpower problems without implying that the Employment Service knew all the answers. Instead, our belief that a team approach was required was stressed time and time again.

Cooperation With Schools

With the advent of the manpower training program, Employment Service participation as part of the community service team became increasingly important and started a very rewarding and effective cooperation with the Rochester City School District. The development of MDTA training programs required the advice and counsel of many segments of the community, and gradually a small advisory committee evolved consisting of key people in the community. This informal committee was always available for discussion by phone. It has become customary for the senior manager to discuss community manpower problems over the phone or at lunch or dinner with members of the committee before coming to a decision.

While programs were developing, we were ever on the alert for criticisms from the community. We received recommendations and criticisms, many of which were valid and helped us to improve. For example: One of the most critical observations we received was from the Baden Street Settlement House in a disadvantaged neighborhood. The observation was that their clients did not come to us because they felt we were "another governmental agency, polite but cold, with no realization of their problem."

As a result, we decided that the Employment Service must go out and work in the areas where the disadvantaged live. Employment Service staff were assigned to work in the settlement house area, with the cooperation of Baden Street Settlement House.

Our relationship with this settlement house has provided the Employment service with a real opportunity to become aware of the different and involved problems facing the disadvantaged in their striving to succeed. It also enabled us to develop relations with other settlement houses, so that we now cover all of them on a full-time or part-time basis.

Our interviewers assigned to the Baden Street Settlement House cover the area from 8 a.m. to 5 p.m., 5 days a week and from 7 to 10 p.m., 3 nights a week. Our staff members are encouraged to become part of the settlement house team and work with both parents and youths.

The director of the Monroe County Human Relations Commission expressed criticism similar to that of the Baden Street Settlement House, and again we worked out an agreement to assign Employment Service staff to work at the Human Relations Office on a full-time basis. This arrangement has been in operation for several years and our staff is considered part of the human relations team.

In September of 1963, when the Rochester-Monroe County Youth Board decided to organize a comprehensive workshop devoted to community youth problems, our local office manager was asked to be a member of the steering committee. The participants in this undertaking were chosen from the top level community leadership and included representatives from industry, labor, education, social agencies, and the various other groups. It was considered by all concerned to be of such

Edward S. Croft is Assistant Superintendent for the Rochester District, New York Division of Employment.

importance that the participants agreed to hold the meeting in Syracuse in order to avoid any interruption. The meeting lasted for 3 days and produced a valuable document for community action and team work. During this meeting the Employment Service gained special recognition for its contribution to the workshop, its awareness of community manpower problems, and knowledge of resources that could be used to help solve the problems.

Links ES and Community

About this time the Employment Service Advisory Panel was formalized and became a strong link between the Employment Service and the community. At the present time, it is composed of top representatives of industry, labor, education, social services, government agencies, and other community interests. Perhaps the most significant factor in the development of this important linkage was our insistence that the members deliberate on specific problems and proposals. Panel discussions must lead to approval or disapproval of proposals or ideas presented by representatives of the Employment Service or by other members of the panel.

The opportunity to approve or disapprove, we believe, is very important to the strength and maintenance of an Employment Service panel. As one community leader on the panel remarked, "I like to come to these meetings because we are asked to make decisions about specific proposals. They are not just another series of committee meetings in which the members express their good intentions."

One of the recommendations made by the Rochester Community meeting at Syracuse was that a detailed analysis be made of out-of-school youth. The Employment Service made the analysis of the records of 1,600 such youths. The sobering information revealed that, in the community with the lowest rate of unemployment in the State, most of these youths, dropouts and high school graduates alike, had little chance of obtaining regular employment in the Rochester job market without some additional training to provide them with occupational skills. This very detailed analysis was presented to the Rochester Employment Service Advisory Panel, which decided to mount a concentrated attack on three major problems of unemployed youth: their lack of occupational skill, basic education, and acceptable work-oriented habits and attitudes. The Employment Service was directed to prepare a proposal for a large multi-occupational youth project to provide vocational training, remedial education, and counseling for 1,000 youth in 6 broad fields of work and 19 specific occupations. The Rochester City School District agreed to provide the training under this project and to furnish a central manpower training center.

The proposed project was approved and started in July 1964. Before the starting date, however, there seemed to be a feeling of uncertainty among some members of the community as to the need for a massive community manpower training program. Questions were raised as to whether 1,000 youth could be obtained for training in a job market providing one of the best employment records in the Nation.

The Employment Service, at many meetings with community representatives and news media, stressed the need for training and counseling programs. One result of these meetings was that in early 1963, the Employment Service started an outreach program with the assistance of the Baden Street Settlement House, the Police Department, Rochester Youth Board, Monroe County Human Relations Commission, and many other agencies and people in the community. Although outreach activity was supported by the community, there was some expression of doubt as to whether this was a proper function of the Employment Service.

Only occasional outreach recruiting had been performed previously for adult MDTA programs. In spite of this very limited experience, youth outreach began with tremendous enthusiasm. With the cooperation of the settlement houses and other community agencies, the outreach team went into the streets of the disadvantaged areas and recruited wherever youths congregated in their neighborhoods—in pool halls, bowling alleys, barber shops, settlement house recreation rooms, door-to-door, and streets.

To publicize the purpose of "Operation Outreach" and to inform the community of its difficulties and successes, newspaper reporters and community leaders representing the city government, the public schools, and employers were invited to accompany the team on some of its early recruiting efforts. The reporters wrote human interest stories that were given prominent space. Several editorials appeared praising the efforts of the Employment Service in carrying out a difficult and constructive effort to bring untrained youths into the MDTA programs.

Successful Recruitment

During the past year, the Employment Service succeeded in recruiting 1,500 youth with multiple problems, and a second youth project for the training of another 1,000 youth started in August 1965. In addition, a proposal for the same type of training program for 500 adults has been approved and awaits funding. The success of recruitment has been due largely to the cooperation of the community.

During the past 4 years, we have found that the community is willing to cooperate if it is *informed* and *invited*. Currently we are engaged in so many activities that it is impossible to list and describe them in a short article such as this. They range from a County Penitentiary Rehabilitation Project to a Human Relations Municipal Research Bureau Program. Despite problems of staffing, paper work, etc., our approach is always directed towards attacking the community problems at hand rather than focusing on local office problems that might preclude assistance. This, of course, makes it imperative that the abilities and talents of all staff members be fully utilized and that management participate on the firing line.

Our "Pet" Has Two Heads

GEORGE S. GEARHART and THOMAS BRODERSEN

Talking over multioccupations MDTA courses at Portland Community College are left to right: Tom Grigsby, MDTA coordinator for operations at PCC; Tom Broderson, State Department of Education MDTA coordinator; Richard Young, MDTA administrator for PCC; George Gearhart, MDTA coordinator for the Oregon Department of Employment; and Robert Fredericks, MDTA counseling supervisor for PCC.

Since the passage of the Manpower Development and Training Act in 1962, we have heard a Greek chorus bewailing the "two-headed, reluctant dragon" created by a Congress which saw fit to split the responsibility for a nationwide vocational training program between two departments of the government. Admittedly, personnel of the State affiliates of the Department of Labor and the Department of Health, Education, and Welfare have frequently joined the chorus; and those of us who are working with the MDTA program in the Portland metropolitan area have our periods of exasperated moaning. The main point of interest, however, is that our periods of frustration are becoming far less frequent.

As we have gained experience with the program and clarified our interlocking operations, we have come to realize that the "dragon" can be controlled, and when controlled, it is a friendly and useful pet. Possibly the pet has trained the trainers, because we have learned to accept the fact that our "dragon" *must have* two heads if we are to develop an increasingly effective MDTA program in our community.

Some information on the organizational patterns and operating techniques we have developed for the control and improved efficiency of the MDTA program in the Portland area may be of assistance to other areas. If you are having trouble making a pet of your "dragon," the following are a few brief explanations to clarify our techniques.

George S. Gearhart is MDTA Coordinator, Oregon State Employment Service and Thomas Brodersen is MDTA Coordinator, Oregon Department of Education.

Organizational Lines of Responsibility and Liaison

We have found that we can best solve the basic problem of communications, both *inter-* and *intra*-agency, through clear-cut intra-agency organizational lines of responsibility and authority, the strict control of interagency liaison, and a good deal of very necessary administrative paperwork and conferences.

In April 1964, the Oregon Department of Education and the Oregon State Employment Service each established a new staff position, Portland Metropolitan Area MDTA Coordinator. These Coordinators are responsible to each other and their respective agencies for the cooperative and efficient operation of the MDTA program in the three Oregon counties of the four-county metropolitan area. At the present time:

1. The ES Coordinator answers directly to the ES Metropolitan Area Supervisor and is responsible to him and through him for the planning and supervision of all Employment Service MDTA operations in the area. He supervises the MDTA Program Section, which coordinates the program adminstration, including trainee records and public relations. He is assisted by an Adult Project Coordinator and his staff; a Program Secretary; and, for "special" youth projects and youth referrals, the Training Officer (Youth Projects Coordinator) of the Portland Youth Opportunities Center. For Statewide planning and coordination, he

answers secondarily to the Supervisor of the Oregon State Employment Service's Community Manpower Programs Section.

2. The Education Coordinator answers directly to the President of Portland Community College (PCC has been delegated administrative responsibility for MDTA institutional training in the area) and is responsible to him and through him for the planning and supervision of all MDTA education operations in the area. He is assisted by a Program Secretary and an Operations Coordinator and his staff. For statewide planning and coordination, he answers secondarily to the MDTA Program Coordinator, Division of Community Colleges and Vocational Education, Department of Education.

To prevent misunderstandings and friction, all liaison between the two agencies is strictly controlled by the Coordinators and their immediate supervisors. Subordinate liaison between personnel of the two agencies is limited to that necessary for project administration and evaluation, individual trainee assistance and evaluation, and periodic conferences to recommend changes in program operations and policies. If the personnel of one agency recognize a problem area affecting the efficient operation of the program, they report the details and their recommendations, through channels, to the Coordinator. If necessary, after evaluation, the Coordinator will contact his counterpart, and they will attempt to solve the problem. When the problem area cannot be resolved by the Coordinators or it involves major policy changes affecting personnel operations of the agencies, the Coordinators arrange an interagency group meeting with their supervisors.

Training Project Development

To minimize delays and wasted man-hours on the part of either agency, we have established a system of interagency coordination which starts with the inception of a potential training project. From the moment either agency receives a request or obtains a clue as to the need for a MDTA training project, all details are transmitted to the MDTA Coordinator, who begins the process of cooperative assessment and development with his counterpart. Each Coordinator integrates pertinent operational personnel of his agency into the project assessment and development activities as rapidly as possible.

A few of the many time saving reasons for involving both agencies from the very inception of a MDTA training project are:

1. Even though the Employment Service can clearly establish an occupational and vocational training need:

a. Institutional training may be infeasible or unsuitable as a means of achieving the vocational objective.

b. If on-the-job training or a combination of institutional and on-the-job training is indicated as the most efficient means of achieving the vocational objective, training project development must be coordinated with the local representative of the Bureau of Apprenticeship and Training.

c. If the occupation is specifically, or interrelated with, a "registered apprenticeship occupation" in the State, both agencies should seek the approval of, and coordinate the training project development with, the State Bureau of Apprenticeship. (In some cases the Director of Apprenticeship has requested that our agencies investigate certain "apprenticeship" fields which are in high labor force demand for potentiality as MDTA "preapprenticeship" training projects.)

2. The key representatives from the labor, management, and/or professional organizations involved with any specific occupational field are utilized by both agencies in the development of a MDTA training project from the time of its inception, during the training phase, and through the followup and evaluation period.

a. The Employment Service utilizes these representatives to clarify the local occupational description and need, the training objective, the entry performance requirements and salary range, basic screening criteria for potential trainees and entry workers, and to develop training-related work experience opportunities for the trainees and full-time job opportunities for the training project graduates.

b. Education utilizes these representatives on their specific training project Advisory Committee for the development and evaluation of the educational phases of the project, such as recommendations for the course curriculum, equipment to be utilized in training, instructor specifications, training facilities, and space requirements. While the training is in progress, these committee members frequently visit the classes to evaluate the training for reports to their organizations, the Coordinators, and the Advisory Committee.

c. Both agencies utilize these representatives to develop the community support necessary to establish and conduct a successful training project. Usually, these representatives have very "tight" activities schedules; and, as their information and support are vital to both agencies during all phases of project development, maximum attendance, cooperation, and efficiency are achieved through the medium of interagency meetings. These meetings may be called and "chaired" by either or both Coordinators, depending on the purpose of the meeting and the stage of project development. In any case, both Coordinators and/or informed operational personnel from both agencies attend all project development meetings, either as observers or participants to obtain or exchange vital information, prevent the development of misunderstanding with regard to agency activities and responsibilities, and to develop a better working relationship and understanding between the project personnel and the interested public representatives.

3. When we have a great number of occupational and vocational training needs which are clearly suitable for MDTA training projects and we are faced with the usual "budgetary limitations," it is clear that priorities must be established. As both agencies are equally affected, the Coordinators must come to an agreement as to the "priority of effort" of any potential training project brought to their attention as rapidly as possi-

790-277 O-65-3

ble. As new information reflecting changes in the local labor force and economy comes to their attention, they must periodically review their previous "priority of effort" assessments to insure continued maximum effectiveness of the program.

Publicity and Public Relations

This is one of the most trying aspects of major interagency project operations. The problems can develop because the right hand does not, and cannot, know (or does not recognize) what the left hand is doing. As a consequence, one agency misinforms the news media and the general public with regard to the other agency's activities and responsibilities in connection with the project; or, to try to stay on the safe side (but make matters worse) one agency words its releases in such a manner that it would appear that no other agency was connected with the project. In any case, tempers and ulcers are going to flare and interagency cooperation and rapport take a step backward.

To prevent this type of situation, *both* Coordinators are fully responsible for all publicity and public relations activities with regard to the MDTA program in the area. They are responsible to each other, their immediate superiors, and their agencies; and nothing may be released in the area without their full knowledge and agreement (excluding, of course, releases from Washington, D.C., over which they have no control).

When at all possible, both Coordinators appear and speak before the public as a team. This includes press conferences, radio and television interviews, and discussions of the program with special community groups. If either one of them (or their informed representative) cannot make the appearance, they exchange views and jointly plan the presentation prior to the appearance and analyze the presentation after the appearance.

Trainee Support

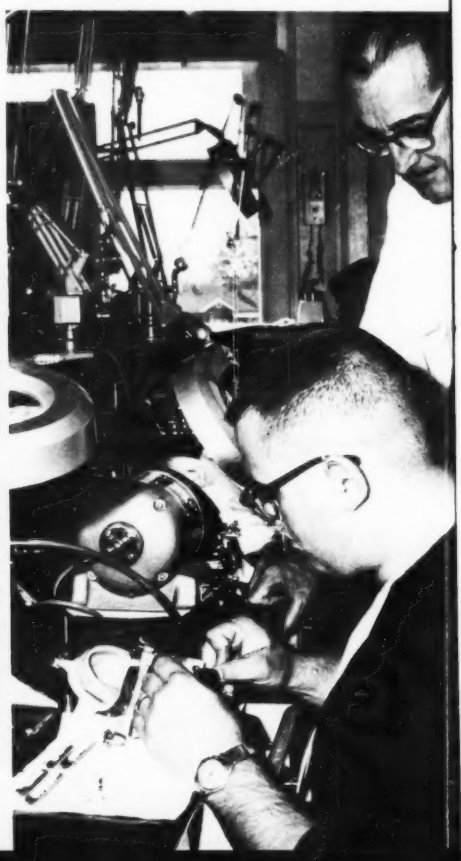
A major area of potential conflict between the agencies involves the control and support of the trainees while they are in the course. We have resolved this by a cooperative teamwork effort of the ES counselors, the instructors, and the education counselors assigned to the training project and its trainees.

At the time of referral to the project, each trainee is assigned to an ES counselor; at the time he enrolls in training he is also assigned to an instructor advisor who conducts his advisory activities under the supervision of the training facility's Student Counseling Supervisor and staff. The ES counselor and the instructor advisor assigned to the trainee act as his personal liaison with their respective agencies, and any problem which comes to light with regard to that trainee is jointly resolved by the counselor-advisor team or reported to their superiors for action. No trainee is terminated from a project or transferred to another project without the agreement of both agencies.

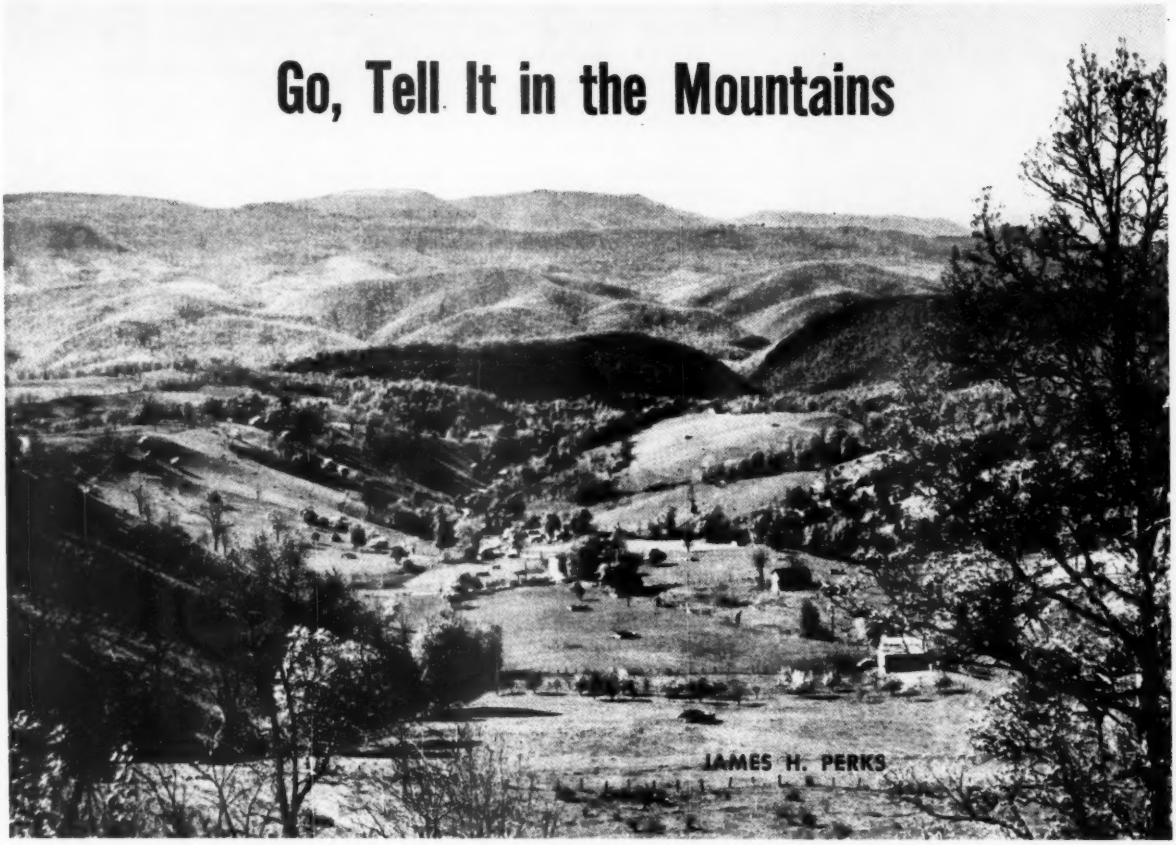
When possible, ES counselors are out-stationed at the training sites to insure that there is at least one on duty during a portion of each training shift. In addition, an ES placement officer works with the counselors to assist trainees in obtaining part-time, training-support jobs (preferably, training-related).

The trainees, the training projects, and their interrelationship with the local economy are the key to an effective MDTA program. In our interagency operations, we have learned to keep a basic warning in mind: If anything goes wrong with any phase of the MDTA program or any training project, no matter which agency is technically "responsible" under the Act for that phase, the program and *both* agencies will be held to account by the critics and the general public.

Below, Mr. and Mrs. Lawrence Stone, from an outlying area which urgently needs dental technicians, train for such work in an MDTA course. Right, PCC instructor Harold Augustus (standing) gives some pointers to MDTA dental technician trainee Richard Townsend.



Go, Tell It in the Mountains



To approximately 1,300 West Virginia boys, the Job Corps means adventure, hope, and to some, a last chance for a productive life. For all practical purposes, recruitment and screening for Job Corps applicants began in Beckley, W. Va., during the last 2 weeks of January 1965. Since that time, 20 local offices throughout the State and the recently established Youth Opportunity Center in Huntington have been actively screening boys for the Job Corps. By late August, the West Virginia Department of Employment Security had completed 1,843 screening interviews for boys ranging in age from 16 to 22 years. Of these, 1,350 were referred to the Job Corps as eligible applicants.

Contacting the youth and his parents during the early phase of the program, as well as locating and communicating with severely disadvantaged boys, has brought about many problems which have to be solved at the local level.

One of the major problems is contacting and motivating youths to come in and learn more about the Job Corps. In many of the more remote rural areas of West Virginia, this has been solved through the use of county agricultural agents, case workers, and volunteers.

Early in the recruitment and screening process, each local office was directed to contact the county Departments of Welfare and Health, the Sheriff's Office, and the Agricultural Agent in an effort to gain their support in getting the boys to come to the local office or YOC. All have cooperated. In two instances, welfare departments have made space available for Employment Service staff members to conduct screening interviews. The welfare, or case worker, gave information to potential applicants and distributed posters, leaflets, and pamphlets. In one community during the initial phase of screening, two local welfare workers acting as volunteers obtained statements of parental consent and other data needed to complete the Job Corps screening

James H. Perks is coordinator, Job Corps Screening, West Virginia Department of Employment Security.

Counselor David Ross from the Wheeling local office talks with Ivan Costain, a high school dropout, about a future in the Job Corps.

process. The most effective recruitment has been accomplished by boys who already had been screened for the Job Corps who went back to their communities to bring their buddies and acquaintances to local offices for interviews.

Transportation ranked second among recruitment and screening problems. In rural areas, some potential applicants lived 30 to 50 miles from the nearest screening point and could little afford transportation costs. There were instances where such boys, undaunted by the distance, walked or hitchhiked only to arrive too late for interviewing. Their discouraged trip home was usually sufficient to destroy whatever interest remained. To alleviate this situation, one local office established seven strategically located screening points.

Another aspect of the transportation problem is getting the boy to the "point of departure" once he is assigned to a camp. Early in the program, many boys were scheduled to leave from airports 50 to 100 miles from their homes, with no provision for getting them to the airport. The establishment of regional offices by the Federal Electric Corporation which is charged with transportation responsibility has facilitated movement of boys from screening office to point of departure.

Early in the screening program, Veterans Hospitals and Armed Forces examination stations were contacted about providing physical examinations for potential Job Corps applicants. In two areas, the examinations were made at VA hospitals, when other Federal facilities were unable to provide physical examinations in the volume required. Finally, the examinations had to be arranged with private physicians. This became a real problem because doctors in outlying or rural areas often are already burdened with a high patient load. Because of the lack of hospital facilities for X-ray and laboratory work in several areas, boys have been scheduled for physical examinations 40 or 50 miles from home.

Many of the boys are apprehensive about examinations, especially if they are to be conducted in distant unfamiliar areas. A few boys refused to give blood for the test until they were assured that it would not harm them. Youth seem to be less anxious when the interviewer who screened them initially or has worked with them is present during the examination. In addition, the local office staff members frequently assist the physician in filling out the necessary forms, although these services go well beyond the interviewer's assigned duties.

How Is Applicant Physically?

Since the physical well-being of the severely disadvantaged has been largely neglected, restorative or rehabilitative services are often needed for such applicants before they can be considered acceptable for Job Corps enrollment. Two common physical problems uncovered by examination are defective teeth and vision. In some areas of West Virginia, Public Health dental clinics are utilized when dental problems are discovered. Applicants with sight defects, detected by examining physicians, are referred for diagnostic examinations and corrective devices. About 30 boys have been helped in this way through the Lions Club's "Sight Conservation" program and then were accepted by the Job Corps.

To Understand Background

Local office staff members have had to change their usual work patterns. In order to visit the home of each Job Corps enrollee, interviewers sometimes have to walk several miles from the highway. But, these visits give a first-hand picture of the environment in which the boy lives. Sometimes, it is necessary for local office staff members to meet boys in the middle of the night to take them to points of departure.

The Job Corps recruitment and screening program has provided the opportunity for Employment Service staff members to exhibit the working relationships they have established over the years with community groups, as well as the opportunity to display the dedication and spirit which are vital to the success of this and other programs.

With all it entails and implies, we in West Virginia have told the Job Corps story in the mountains, and statistics show that the mountain folks have replied.

Counselor aide Linda Jenkins of the Huntington, W. Va., YOC screens Ronnie Erwin for the Job Corps.

Trends in Foreign Farm Labor

CORA S. CRONEMEYER

A large share of the 86,200 expansion in domestic-worker employment between August 1964 and August 1965 resulted from the substitution of U.S. resident workers for foreign workers. In mid-August 1965, seasonal hired workers numbered 1,137,600 in major agricultural areas reporting to the Bureau of Employment Security.

Foreign-worker employment—1,200—had declined 98 percent from the preceding August. No Mexicans were working anywhere in the country, although 64,500 had been employed a year earlier. Six hundred Japanese and Filipinos were employed in California this August, compared with 1,300 last August. Six hundred British West Indians were at work in Connecticut and Massachusetts this year as against 2,500 employed in these two States and Florida in August 1964.

This August, foreign-worker employment had been eliminated from 15 crops and greatly reduced on the other three of the 18 crops which accounted for 94 percent of the foreign workers employed in August 1964. These 18 crops accounted for more than 70 percent of the total increase of 86,200 domestic workers.

The largest decrease in foreign-worker use occurred in cucumbers. Nearly all of the gain in domestic-worker employment on this crop occurred in States which had used Mexicans to pick cucumbers for pickles last year. California, which had employed virtually all of the 11,300 foreign workers harvesting tomatoes last year, accounted for only a minor portion of the domestic-worker increase in that crop. However, the increase in other States was related to the termination of Public Law 78. In 1965, tomato processors contracted for less acreage in California and for more acreage in States which had formerly relied on domestic workers to pick their tomatoes. Sizable declines in foreign-worker employment were also reported for cotton, lettuce, strawberries, and citrus fruits which, together, had 12,400 more domestic workers than last August.

Three States reported foreign workers in August 1965 as against 15 States a year earlier. The number

(*Continued on page 31*)

Cora S. Cronemeyer is Assistant Chief Branch of Research Activities, Office of Farm Labor Service, Bureau of Employment Security.

Estimated Employment of Seasonal Agricultural Workers, by Crop and Origin of Worker, August 15, 1965 and Change from August 15, 1964 (thousands of workers)

Crop	August 1965 [1]	Change from August 1964				
		Total seasonal	Domestic			Foreign
			Total	Major user States [2]	Other States [3]	
All activities	1,137.6	+18.7	+86.2	INA	INA	−67.5
Major user crops, total [4]	849.9	−2.7	+61.5	+40.2	+21.4	−64.3
Cucumbers	32.2	−5.1	+13.7	+13.1	+.6	−18.8
Tomatoes	57.9	+2.4	+13.7	+3.9	+9.9	−11.3
Lettuce	6.4	−2.0	+2.9	+2.8	+.1	−4.9
Beans	79.4	−7.0	−4.8	−.2	−4.6	−2.2
Celery	1.4	−1.1	−.6	+.1	−.7	−.5
Carrots	1.6	−.3	+.2	−.1	+.3	−.5
Potatoes	23.9	−8.3	−7.9	−2.9	−4.9	−.4
Other vegetables	77.8	−3.6	−.2	+2.1	−2.3	−3.4
Strawberries	5.1	−1.4	+3.2	+2.1	+1.1	−4.6
Citrus fruits	19.0	+1.5	+5.5	+4.6	+.9	−4.0
Melons	8.9	+.8	+4.2	+3.7	+.6	−3.4
Cotton	89.8	−4.5	+.8	+4.3	−3.5	−5.3
Tobacco	275.7	+16.8	+18.1	+1.3	+16.7	−1.3
Sugar beets	4.0	−2.8	−1.7	−.4	−1.3	−1.1
Hay and grain	117.7	+13.2	+14.2	+4.3	+9.9	−1.0
Irrigation and ground preparation	27.2	−1.9	−1.3	(5)	−1.3	−.7
Sugarcane	2.9	−.2	+.3	+.3	(*)	−.5
Livestock	19.1	+.7	+1.1	+1.1	+.1	−.4
All other activities	287.7	+21.4	+24.7	INA	INA	−3.3

INA—Information not available. *—Crop not active.

[1] All 1965 employment was domestic except for 555 foreign workers in tobacco, 60 foreign workers in dates, and 550 in tomatoes and cucumbers.

[2] States which accounted for virtually all foreign workers employed on the specified crop August 15, 1964.

[3] States which did not use foreign workers in any activity last year, States which used foreign workers on other crops but none on the specified crop, and States which used foreign workers on the specified crop at other times but none, or very little August 15, 1964.

[4] Crops on which 400 or more foreign workers were used August 15, 1964.

[5] Less than 50 workers.

NOTE: Due to rounding, figures may not add to total.

J O B S For Youth

JOHN MORROW

Trainees at the Newberry Unit of J.O.B.S., a vocational unit specializing in automotive service station skills, work on an engine mockup and familiarize themselves with the various parts.

In mid-1965, there were in Chicago some 45,000 unemployed young adults between 18 and 23 years of age. Twenty-five thousand—more than half of them—had not finished high school. Undereducated, unemployed, unable to support themselves, what does the future hold for them?

For dropouts, as for so many high school graduates, finding a job appears to be simply beyond their capabilities. They lack the specialized training needed, and most of them do not even know where to look for jobs.

This is poverty—in education, in vocational training, in social values. What is Chicago doing to meet this problem?

One answer is an MDTA experimental program, designed to reclaim high school dropouts and other disadvantaged youth. Job Opportunities Through Better Skills (JOBS) uses a work-oriented education program combined with attitudinal and motivational influences and supports, job experience, and on-the-job training.

In its 2 years of existence (the second JOBS project completed its program in August 1965), JOBS has trained and placed in jobs more than 1,500 young men and women, out of a total of 2,800 enrollees.

JOBS is sponsored by three private agencies: the Chicago Boys Clubs, the Chicago Youth Centers, and the YMCA of Metropolitan Chicago. Much of its operation, however, is being actively assisted by the Illinois State Employment Service, whose staff members have provided the following services: helping recruit, select, and refer applicants to the 10 training units of JOBS; administering GATB and proficiency tests; providing vocational counseling; developing job openings; and offering placement service. In addition, a full-time ISES employee maintains daily liaison with the project and assists in matters related to its on-going functions.

Candidates for the program are recruited primarily from severely impoverished environments. The 10 training centers are strategically located in the most disadvantaged neighborhoods in order to be accessible to the truly hard core of Chicago's unemployed youth. The average JOBS trainee has had 9 years of schooling. Fifty-two percent of JOBS trainees are from families receiving public aid and 71 percent have had "involvement" with the local police. More than 50 public and private social agencies refer candidates to this program, with the Illinois State Employment Service accounting for one-third or more of the enrolled trainees.

The program operates as follows: Each trainee upon entering the project is tested for academic achievement, to determine his need for training in basic literacy skills. If he is

John Morrow is Youth Coordinator, Chicago area office, Illinois State Employment Service.

able to read at the sixth-grade level or above, he is enrolled in one of several vocational programs, such as food service handlers, automobile service station mechanics, and a variety of occupations included in the clerical field. Vocational training lasts for 48 weeks.

If the trainee's reading ability is below the sixth-grade level, he is enrolled in basic literacy classes for a maximum of 26 weeks. Various forms of the Stanford Achievement Tests are administered periodically to measure his progress. When he is able to read at the sixth-grade level, he is transferred to a vocational program.

Counseling Is Stressed

Much of the success of the JOBS program has resulted from the emphasis placed on counseling. The project utilizes subprofessional counselors for individual and group guidance. Each counselor is assigned 15 trainees with whom he counsels in groups and on an individual basis. During group sessions, which are held 1 hour per day, the counselor assists the trainees to explore their attitudes, values, goals, etc. The trainees are encouraged to express their feelings and ideas in an atmosphere of understanding, acceptance, and support. These sessions are largely unstructured, with the group counselor remaining as nondirective as possible.

Employment Service counselors participate in staff sessions with JOBS counselors to interpret GATB test results, and to evaluate the trainee's overall readiness for employment. This is part of the team approach to provide the intensive educational, personal, and vocational counseling necessary for the trainee's adjustment to the world of work.

Each trainee is counseled by an Employment Service counselor to assist him in making a choice as to training objective, and to prepare him for employment. As part of the process of preparing the trainee for employment, personnel officers from industrial establishments visit and conduct preparatory interviews.

Another approach designed to stem the growing problem of Chicago's youth unemployment is the Urban Youth Program, the first phase of which began March 11, 1965. This is an MDTA cooperative program of the Illinois State Employment Service and the Chicago Board of Education. Its purpose is to train 850 high school dropouts, age 16 to 21, in basic education and vocational skills sufficient to acquire and hold a job. Candidates for this program must be able to achieve a reading and numerical score on the Stanford Achievement Test at the sixth grade level or above.

Upon entering the program, the trainee is placed in one of several vocational programs, which include woodworking, machine operator, small appliance repairman, hospital aide, and building maintenance man, among others. These programs last from 25 to 45 weeks. Reading, writing, and communications skills are taught concurrently with vocational training.

Throughout the training, each trainee is provided intensive social and vocational counseling by both Employment Service and Chicago Board of Education high school counselors. Three Employment Service counselors have been assigned to the program. The counselor's role is to help the trainee consider and analyze a variety of factors relating to determination of his individual training needs.

Most of the recruitment was provided by the Employment Service, with the assistance of the Cook County Department of Public Aid and various other public and private agencies. The Employment Service also has had the responsibility for the final screening, selection and referral of trainees, vocational testing and counseling, job development, placement, and follow-up. Three employer relations representatives have been assigned to the Urban Youth Program to provide job development and placement services for graduating students.

Forty-five young men and women graduated from the first phase of the Urban Youth Program on September 24, 1965 and half of them already have been placed in jobs. Graduates included 32 young women completely trained as hospital attendants, 9 men trained as small appliance repairmen, and 4 men as building maintenance helpers. On September 27, another 165 young men and women went into training for the second phase of this program.

The young men and women in the JOBS and the Urban Youth Programs enter with a handicap that goes far beyond lack of formal education or marketable skills. This handicap, that goes deep into their backgrounds, is the lack of adjustment to the community and to the world in which they live—their relationship with society, itself.

By providing the hard core school dropout an opportunity to become a productive member of his community, the JOBS and Urban Youth Programs have taken the initiative in working toward a solution to the problem of Chicago's unemployed youth.

FARM LABOR

(*Continued from page 29*)

of domestic workers in the 15 "user" States increased 12 percent in comparison with an 8-percent increase for the country as a whole.

With the approach of mid-September, formerly the peak period of foreign worker employment, the Secretary of Labor authorized their use on crops which had required most of the foreign workers at last year's peak. By September 26, authorizations were in effect for the employment of a total of 27,087 foreign workers, which included 18,400 Mexicans, 5,610 Canadians, 2,563 British West Indians, and 514 Japanese and Filipinos. In 1964, foreign worker employment reached a peak of 92,800 in mid-September.

Of the total 1,136,400 domestic workers employed this August, 865,700 were local, 183,200 interstate, and 87,500 intrastate. Over the year the employment gain was 5 percent for local workers, 16 percent for interstate workers, and 24 percent for intrastate workers.

Bricklaying is part of the NYC construction and maintenance training program.

Sighting New Hor
Thr

JACK HOWARD

DISADVANTAGED young people—given a chance—can make good. That's the philosophy behind the Neighborhood Youth Corps (NYC), a program carried out by the Manpower Administration of the United States Department of Labor, under the provisions of the Economic Opportunity Act of 1964.

The program assists in-school and out-of-school young men and women, aged 16 through 21, from low-income families by providing work experience and income, counseling, and training through jobs that expand community service. NYC enrollees never replace regular workers.

During its first fiscal year of operation, the Neighborhood Youth Corps was able to offer a chance to nearly 280,000 young men and women through 639 locally sponsored projects. These projects were initiated, developed, and sponsored by public and private nonprofit groups and operated in all 50 States, the District of Columbia and Puerto Rico. The total cost to the Federal Government was about $132 million.

About a third of NYC enrollees during fiscal 1965 were out-of-school, and approximately 60 percent of all enrollees were young men. While out-of-school enrollees are permitted to work only 32 hours a week, a project may run 40 hours, with the extra hours devoted to counseling and remedial education. In-school enrollees are limited to 15 hours of work a week so that worktime does not interfere with school work.

Typically, the out-of-school enrollee during the first fiscal year of NYC's operation was an 18-year-old who lived in a five-person household, had completed the 10th grade before dropping out of school, and had been out of school anywhere from 13 to 24 months.

The typical in-school enrollee lived in a five-person household, had completed 10th grade, and had no previous employment, other than an occasional lawn-mowing or car-washing stint.

The tasks performed, the settings where enrollees work, and the groups sponsoring projects vary widely. Enrollees, generally paid $1.25 per hour, work as aides in schools, hospitals, libraries, museums, parks, playgrounds, old-age homes, and city, county and State offices. They work on conservation and reforestation, help landscape roadsides, and assist in postdisaster cleanup and reclamation.

Enrollees conduct traffic surveys for police departments, prepare teaching material for busy teachers, guide museum visitors, cross-reference historical records, and repair school equipment. NYC was one of the first groups to offer assistance to States severely hit by floods and tornadoes during 1965.

The sponsors, who are required to contribute at least 10 percent of the cost of each project, include Mayors' committees, universities, Indian Tribal Councils, Young Men's Christian Associations, school boards, and hospitals. The Economic Opportunity Act requires NYC projects to be coordinated with any existing Community Action Programs.

The Neighborhood Youth Corps program gives young people disadvantaged economically (and usually culturally and educationally, as a result) a chance to perform useful work, with pay, in order to continue in school or return to school, and to acquire the habits and attitudes necessary for regular employment. Implicit is the premise that the entire community will benefit when young people are engaged in productive work under the supervision and guidance of interested and qualified adults.

How well the Neighborhood Youth Corps is achieving its objectives is best told by the enrollees themselves, by their work supervisors and their counselors, by the response to this program of leaders in business and industry, school officials, and residents of communities where NYC projects are located.

For approximately 41 percent of the out-of-school enrollees, NYC has

Jack Howard is Director of the Neighborhood Youth Corps, Manpower Administration, U.S. Department of Labor.

Horizons Through the

meant a first chance at a job. To a dropout from Paterson, N.J. it meant "for the first time in my life I got a job without lying about my age and I wasn't turned down because I didn't finish high school."

For many it has meant a first chance to help the family: An enrollee in St. Paul, Minn. planned to use his first pay check to "buy the biggest meal they've ever had at home."

For some it has prompted new incentive. "I used to spend all my time and money in a pool room," said an enrollee in St. Louis, Mo. "No more. I work too hard for my money these days to throw it away."

NYC aims to give a chance to the potential dropout as well as to the highly motivated student; to give a chance to losers as well as winners.

In Portland, Oreg., a 10th grader with a long record of school absences and school failures, whose family subsisted on welfare payments, was accepted in an NYC project. A counselor reported that the girl's school attendance improved because she wanted to be present for her NYC assignment. Her marks improved because her attendance was better, and the income she earned enabled her to buy her first new school clothes and to contribute to her family's support.

At the Indian Pueblo of Acoma, N. Mex., youngsters who previously despaired of completing high school are banking some of their NYC earnings toward future education.

In St. Louis, Mo., a young man was released from jail as the result of his acceptance on an NYC project. He still sleeps at the jail because the Probation Board will not permit him to stay at home, and he has no other place to go. He is doing well as an NYC enrollee.

In the first year of the program's operation, NYC enrollees generally performed their tasks with an excellence that surpassed original expectations, contributed to the public good, and gave these youngsters a new image of themselves.

A West Virginia hospital became so dependent on the NYC enrollees who worked there during the summer that it requested the services of these enrollees on Saturdays during the school year.

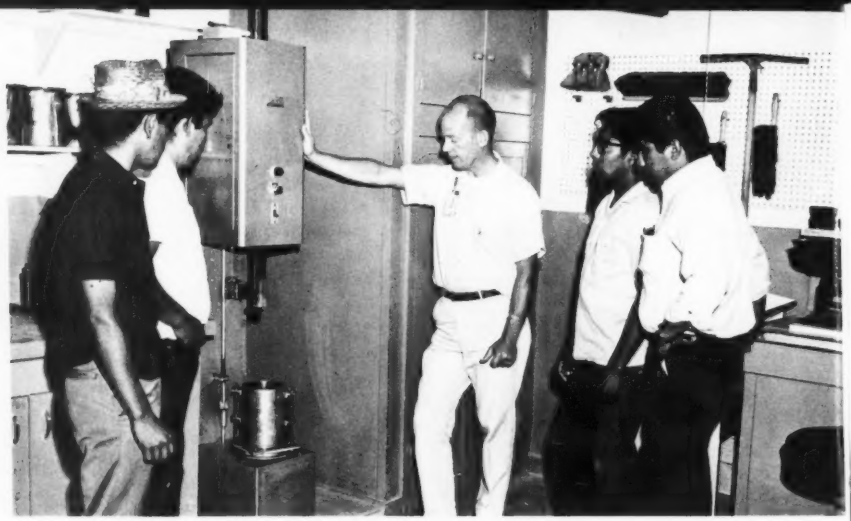
While sponsors assume primary responsibility for the recruitment and selection of NYC enrollees, they are encouraged to use the services of the State Employment Service, including the newly created Youth Opportunity Centers of the Employment Service. Many enrollees have come to the NYC through the efforts of the Employment Service, particularly those in out-of-school projects.

Recruiters are instructed to seek out those who most need help. They are urged to reach out to the economically disadvantaged who have had the fewest breaks: dropouts, adjudicated delinquents, disciplinary problems, young men and women whose family life has been poor or virtually nonexistent.

These out-of-school unemployed

NYC enrollees help to clean up a State Forest.

These members of the NYC help to redecorate a church home for boys.



Boys from the Neighborhood Youth Corps for the six northern Rio Grande Indian pueblos gain job experience at the Atomic Energy Commission Material Testing Laboratory in Los Alamos, N. Mex., under the direction of Roaland Pettit.

Under direction of the county agent, three Forrest County, Miss., NYC enrollees paint the Southwest District Livestock Show facilities in Hattiesburg.

young people, of course, are the most difficult to locate, motivate, and help. How many of these "hard-core" youngsters are recruited depends directly on the amount of effort and imaginative techniques used by recruiting agencies. Projects that have truly "reached out"—those that have set up recruiting centers in areas frequented by these young people and have used as recruiters persons interested in working with and understanding these young people—have been the most successful.

Those who screen potential enrollees, those who determine what kind of work experience and supportive services best meet the needs of each NYC enrollee, those who counsel these young men and women also are urged to go beyond traditional methods. It is now well documented that many standard tests are not valid with this group of youngsters. It has also been found that informal methods of appraising abilities and aptitudes are as important as formal methods.

The Personal Touch Helps

The most successful NYC counselors have been those who dilute any necessary formal testing with a large measure of informal observation, those who stress "I know you have what it takes" and avoid impersonal, highly structured guidance programs.

NYC personnel in 7 regional and 14 district offices around the Nation are available to assist potential project sponsors in preparation of project proposals and to offer professional guidance when a project is operating.

Members of the national staff also assist sponsors with program development so that enrollees may obtain not only work experience but the remedial education and counseling that may be as important. Review and evaluation of projects is an ever-present and continuing responsibility of the national NYC office.

The essential question in evaluating any NYC project is, of course, this: What happens to NYC enrollees when a project terminates? At this

Indian NYC enrollees mix mud to use as mortar in laying adobe bricks in a wall of a community shop and adult training classroom at San Juan Pueblo, New Mex.

stage the program is too young, the graduates too few to make any but tentative judgments. (The first project began in January 1965, but program operations did not reach full scale until the last quarter of fiscal year 1965.) Good beginnings, however, have been made to insure a productive future for NYC graduates.

Before signing an agreement with the Department of Labor, an NYC sponsor is required to submit plans for job development, placement, and followup of enrollees. NYC urges the directors of projects to work closely with the Employment Service, and with local leaders in education, business, labor, and industry to develop opportunities for NYC "graduates." As a result, business men have appeared at assemblies of NYC enrollees to talk about "getting and holding a job." Selected industries—such as the Diaper Institute of America and the New York Stock Exchange—have guaranteed additional training or jobs for specific numbers of enrollees who have successfully completed an NYC project. Some projects are so planned that graduates will go directly into Government-supported skill-training courses, such as those under the Manpower Development and Training Act, or to on-the-job training.

Much Depends on Education

However, an NYC enrollee cannot become a potentially productive and effective member of the Nation's work force unless he is able to find a job after he has completed his schooling and training. Regular employment for these youngsters will depend both on the education and training they receive and on the ability of our growing economy to accommodate an expanding work force. In some areas, needed but previously nonexistent services were so well performed by NYC enrollees that the services were continued beyond the length of the project and the NYC graduates were put on regular payrolls. Solutions to the broader problem, however, will require the best efforts and full cooperation of all sectors in the private economy and all levels of government.

Enrollees in the Hawaii NYC help to clean up a recreation area.

A work crew from the NYC lay a drainage pipe on a secondary road in Clay County, W. Va. The boys work on secondary road improvements for the State Road Commission during the summer and are encouraged to go to school during the remainder of the year.

MDTA Teaches Eskimos To Fish!

G. H. GISSBERG

An Eskimo trainee holds a nylon mesh net used by a training instructor at Tik-Chik Lake.

In these days of advanced technology and specialized occupational skills, it appeared an anachronism to some that the Alaska State Department of Labor, through its State Employment Service, was considering an MDTA project involving instruction in fresh water fishing. Nevertheless, such a training course became a reality when the first section of 15 parka-clad Eskimo trainees watched intently as the MDTA instructor, a 30-year Alaska resident and commercial fisherman, hauled in the 150-foot fine mesh nylon set net from a 4-foot hole chopped through the ice of Lake Iliamna on the Alaska Peninsula on a subzero day in March 1964. A total of 56 such indigenous people in remote villages of Alaska were trained in this unique MDTA project from March–May 1964. During the winter of 1965, another 196 Alaskans were trained in the far northern villages in which they live, this time under ARA sponsorship.

What was the purpose of this training and was it accomplished? Was it, as one Seattle newspaper feature writer implied, an absurdity to think anything more could be taught about fishing, one of the basic Alaskan survival skills, to our Alaskan Indian and Eskimo people? To reply to this question, it is necessary to review some of the background circumstances.

The program started as a result of a meeting, called by Alaska's Governor Egan, of representatives of the Alaska State Employment Service, the State Economic Development Division, and the Rural Redevelopment Agency in the fall of 1963 to ascertain what could be done to relieve the distress and economic deprivation of the residents of the many small villages near the Bristol Bay area. Virtually all of these people are of Eskimo origin. Their only source of cash income is their salt water salmon fishing in Bristol Bay during the short summer season.

Can We Give Them Training?

At the time of the 1963 meeting, several successive seasons of a declining red salmon run in the Bristol Bay fishing had virtually wiped out any cash income for these people, and as a result they were in a sorry plight and heavily dependent on welfare assistance. The Governor's Employment Advisory Commission Chairman had recommended that the State Department of Labor explore occupational training possibilities.

Meanwhile, one Alaskan firm had been experimenting in a modest commercial fishing venture on Lake Iliamna and was developing a market for whitefish and lake trout.

In order to assure a continuing uniform volume of quality fish to the consumer, training of fishermen in under-ice winter net fishing was required, as well as instruction in the proper handling and preparation of the highly perishable commodity. The company had a government loan application pending for a plant which would process a frozen, filleted, quality whitefish product, which would be competitive in the Midwest and New York markets.

It was agreed at the meeting of State officials that this prospect offered a good opportunity for an occupational training program. It was felt that, even though the modern processing plant was not yet a reality, the training would result in immediate practical benefit to the trainees and their families since it would increase their protein food supply.

The State Employment Service conducted additional research, and in

G. H. Gissberg is Assistant Director, Employment Service, Alaska Employment Security Division.

David Deitrick, Manager of the Soldotna, Alaska, local office (left), discusses training allowances with trainees at Tik-Chik Lake in the remote wilderness of the Alaska Peninsula. The tent in the background was training site living quarters for instructor and trainees.

coordination with the State Vocational Education Division, set the wheels in motion for an MDTA course. It developed that the 1964 MDTA project was actually to be supervised by the Anchorage local office, and the 1965 ARA project by the Soldotna (Kenai Peninsula) local office.

While winter fishing in the Arctic by means of the traditional hook and line through a small hole chopped in the ice is nothing new to the Eskimo, the number of fish that can be caught by this method is extremely limited. This MDTA training course showed the trainees how to use an ingenious device called a jigger board to place 100 foot or longer sections of fine nylon mesh set nets under the ice. The jigger has lines attached to it, and as a result of adroit manipulation of these lines, the jigger creeps under the ice in a straight line for the distance determined by the length of the net attached to the lines. Another fisherman is able to follow the jigger by walking above the frozen lake surface and listening to the sound made as it bumps along under the ice. The moment of truth occurs when the second fisherman saws a hole approximately 200 feet from where the jigger entered the water and pulls the jigger through the ice. The net is then anchored to float at predetermined depths, and is inspected at 8- to 24-hour intervals.

Lake Iliamna is the largest fresh body of water in Alaska and is also the largest lake totally within the boundary of the United States. The lake ranges to a depth of 1,020 feet, according to the State Fisheries Department, and commercial fresh water fish species include a great but unknown quantity of lake trout, Arctic Char, and whitefish. The lake is 75 miles long and 20 miles wide. The whitefish project was centered in and adjacent to this lake area, which is some 250 miles west of Anchorage.

This project was far from a traditional type of training project. During the 4 months duration of the 1965 project, for example, it was necessary for the Soldotna local office manager to travel 7,000 miles by airplane, snow-traveller, and dog team. He spent a total of 26 days in the field in recruitment and selection, in processing and explaining necessary forms, and in followup.

The local office manager flew in small chartered planes to 18 different villages in the Iliamna, Dillingham-Naknek, and lower Kuskokwin areas, selecting 215 trainees, enrolling 199, and processing allowance claims of the 196 who completed the 2-week course in 10 different sections. Much of his writing of allowance papers was done outdoors under frigid weather conditions.

He reported: "No particular difficulty was encountered during my trip if you take into consideration what we Alaskans classify as 'normal operations,' although such operations might be viewed with some apprehension by some of our coworkers in our sister States. I survived one 3-day period on a diet of sour-dough pancakes and boiled fish cooked outdoors, but believe me, when you are hungry, anything will do to fill the hole. I feel fortunate that we had a total of only 4 days in which I was snowbound in the villages."

The ages of the trainees ranged from 18 to 65, and their schooling varied from no formal education to high school graduation. Several trainees were Eskimo women.

Most of the training took place outdoors, with the instructor demonstrating the use of the jigger technique, proper utilization and maintenance of gear, and quality control in handling, cleaning, grading, and packing the fish. Where a nearby village building was available, some perti-

Trainees and the results of one under-the-ice "set" at Amanka Lake on the Alaska Peninsula. The dog team was used to carry equipment and supplies to the fishing area.

nent audiovisual materials were used. A biologist from the State Fish and Game Department provided down-to-earth talks about fish conservation concepts and procedures.

In the little village of Nondalton (population 205), where the second 15-man section of MDTA whitefish training course was given early in April 1964, there was much hardship as a result of the disastrous 1963 Bristol Bay salmon season; the people had little food, and many were receiving welfare assistance.

The effect of the training in this village was reported by the selection and referral interviewer of the Anchorage local office as follows:

The course commenced with the handicap of not having any jiggers or nets. One net was flown up from Newhalen and the jigger was made out of available planks, pieces of iron, and old sled runners.

All the native women were standing around jeering the efforts of the men and saying they would never catch anything. The jigger was run under the ice about 150 feet, the net pulled under and set in deep water. The men pulled the net in 12 hours and had caught 50 fish. Another set was made and 12 hours later a catch of more than 100 whitefish, char, and burbot was hauled in. The women now have great faith in the training and in the men.

The fish were immediately divided among the villagers by the village chief and council, as there was a shortage of food both for the people and the sled dogs. The enthusiasm, backing, and local support the training now has are something to behold.

The Alaska State Employment Service hopes this practical and uniquely Alaskan training course may have helped unlock the door to a potentially abundant fishery resource available during the previously barren winter months, when a 3- to 4-foot barrier of ice separates the fish from the fishermen. We know that there are many obstacles to overcome before the fruition of plans for large scale processing and marketing of the Alaskan whitefish. Some tangible results are already evident, since fish caught by trainees have been marketed through the Anchorage area and favorably received. Some cash income is thus currently being realized by the "graduate" trainees.

Of even greater importance, the immediate salutary effect of providing a needed food supply in the impoverished villages was and is readily apparent.

The State Fisheries Department has learned more about the whitefish resource in the Alaska Peninsula area which will assist them in their determination of Iliamna whitefish population and the extent to which fishing might be sustained over a long period.

The skilled manpower is now available to supply a steady quantity of whitefish to any processing plant which may be established in the near future.

As for the State Employment Service staff, it has been a challenging experience which called for the maximum use of a minimum staff resource and, in addition, required innovation, ingenuity, and local office improvisation under trying field conditions.

Upgrading Youth to Jobs

RONALD D. ARROYO

Cooperation between the Employment Service and Neighborhood House in North Richmond, Calif., began in September 1962 with the assignment of a counselor to work with Job Upgrading half of each day at Neighborhood House.

Neighborhood House is a community service agency serving an area which, by all statistical measures, is the most depressed in California. North Richmond is an unincorporated area of Contra Costa County, and consists of 5,000 nonwhite persons 96 percent of whom are Negro. This area has a 33-percent unemployment rate and a 60-percent welfare caseload.

The Job Upgrading Project was started to help the unemployed male youth from North Richmond. The program began with funds contributed by the Rosenberg Foundation and Lucy Stern Fund, as an adjunct to an already existing juvenile delinquency prevention program. It was believed that no juvenile delinquency program could be effective without a job placement service for the young men. Trying to place them was extremely difficult, however, because they surely fit the category of unemployable. Having been brought up in a Negro ghetto, 75 percent were known to the probation department and a majority had less than an 11th grade education.

When the CSES assigned a representative to the program, the project was in dire straits financially. The Rosenberg Foundation contract was ending and there was no chance of extension or renewal. The staff of Neighborhood House took this problem to CSES and asked for aid. The Employment Service responded by suggesting the possibility that the program would fit into the broad scope of the Manpower Development and Training Act. A proposal was submitted with the endorsement of the CSES.

In June 1963, at almost the same time that the Rosenberg Foundation funds were exhausted, Job Upgrading obtained a contract from the Labor Department's office of Manpower Automation and Training. This grant made possible an increase in the staff and scope of the program. The new program would attempt to develop motivation, self-discipline, and simple skills in order to help the youth qualify for and hold full-time jobs.

The job upgrading concept consisted of five steps toward permanent placement, starting with an unmotivated individual.

Step 1 would be to involve the youth in the program; to get him off the streets or out of the gang.

Step 2 would be individual and group counseling to instill motivation for work and give the upgrader the kinds of self evaluation and education supplements (filling out applications, how to dress, act, etc.) needed to be able to compete for a job.

Step 3 would give the upgrader some type of supervised work experience to develop his understanding of work expectations of future employers. For this program, Neighborhood House set up its own business. Supreme Services is a contractual janitorial service for private households and industry, and employing only job upgrading boys. Included in this step would be casual jobs.

Step 4 would be vocational counseling, testing, and placement.

Step 5 would be followup after the boy was placed in order to meet problems which arise with full-time work.

The challenge of working with 10th grade dropouts, whose reading

This group of young men, aged 16 to 21, met once each week at Neighborhood House in Richmond, Calif., to participate in the job upgrading program. They were considered the most eligible for job placement among the entire group in the program.

Ronald D. Arroyo is an Employment Counselor in the California State Employment Service.

Neighborhood House, Richmond, Calif.—a converted public housing duplex which houses the job upgrading program and provides offices, a conference room, and space for tutoring and counseling.

levels were usually 3d or 4th grade, brought out the need for new methods and techniques. The first was to adopt a procedure of "reaching out" to the unmotivated.

The CSES counselor began to do what he terms "sidewalk counseling," that is, going outside of the office to where the young men "hang out." He would talk to them in the street, pool hall, or park. However, if they became interested, he insisted that they go to the office to talk in a businesslike way.

CSES was the intake portion of Job Upgrading. As a youth became interested in the program, he was first evaluated by the CSES representative. If he did not meet the criteria for entrance into the program (male, unemployed, North Richmond resident age 16–21), he was referred to the Richmond local employment office. If he was eligible, then he was evaluated by the counselor as to his potential in the job market and referred to a prevocational counselor. Hopefully, CSES would next see the applicant when he returned, ready for full-time placement.

In carrying out ES functions of testing, counseling, and placement, innovations had to be constantly sought. Prior to the USES nonreading measure of general learning ability, GATBs given to the Upgraders were limited to no more than four at one time. The counselor, acting as testing technician, was careful to observe those tested very closely to make sure that their interest did not waver during the test.

Individual counseling was supplemented by weekly group counseling. Three separate groups were formed at different times. Two were made up of those most nearly eligible for placement. The third was more heterogenous, composed of some in each stage of upgrading. This latter group was a lecture and discussion combination dealing with occupations and fields of work. The first two groups were discussion groups with the counselor acting as a leader. The counselor posed questions and allowed the group to find the answers.

In dealing with these young men, the counselor found it important to know their language and be able to use some of their words. He found it was more polite to the Upgrader to ask if he was "busted" rather than "arrested," and to know that a "conk" was a type of hairdo popular with these youth, especially if the counselor were going to ask him to have it cut.

For this young man, one of the few high school graduates in the job upgrading program, this interview with Ron Arroyo, an out-stationed ES counselor at Neighborhood House, led to a job.

Get Him to the Job!

Placement was the end result of the total upgrading program and, therefore, of prime importance. The primary rule at job upgrading was to get the man to the job. Any member of the Neighborhood House staff, if needed, would drop whatever he was doing to get the Upgrader to the job. Even the executive director excused himself from meetings to give transportation when no one else was available. The CSES counselor often took the young men out to the job. Because the work available was often of the type where the employer hires the first applicant, it became very important to supply the most rapid type of transportation. Public transporta-

(*Continued on page 42*)

Using Community Agencies

CLARENCE N. MONTGOMERY

The Wilmington YOC places great emphasis on personalized services tailored to meet individual needs. We recognize that in order for some individuals to be able to meet employer requirements, they may need services to help overcome not only deficiencies in education and work skills, but also other problem areas, such as those relating to physical and mental health, family and personal difficulties, and financial or legal entanglements.

To assure the needed personalized services, the YOC provides counseling and guidance, and when necessary, utilizes the services available from other community agencies, such as the Welfare Department, when it was necessary for an applicant to get immediate financial assistance in order to have food and shelter for his family. This stop gap arrangement was made until the applicant could be placed in suitable employment.

The YOC staff has also made use of the Travelers Aid Society. On April 9th, at approximately 7:30 a.m., the first official day for business at the Wilmington YOC, a youth arrived seeking work in the area. He was wearing old white jeans and a tan jacket, which was much splattered and threadbare. He was interviewed by a counselor and gave the following information: He was 18 years of age and had dropped out of school in the ninth grade after failing English and Spanish. He had left his home in a small town in Pennsylvania because he felt his parents were showing favoritism towards his brothers and sisters. His only work experience was on a farm. The counselor explained the difficulty of getting a job in the Wilmington area without having a place to stay and funds to live on, and advised him to return home. The counselor then contacted the Travelers' Aid and left the applicant in their charge. The applicant's parents came to Wilmington after being contacted by the Travelers' Aid. Later we learned that the applicant planned to return to school.

In our dealings with another community agency, the Family Court, a member of the YOC staff was contacted by a lawyer soliciting help for a client. The young lady involved was to appear before Family Court because she had taken her mother's car without the mother's knowledge, and without even having a driver's license. Margaret doesn't know her father and is being raised by her great aunt. She appeared to be a very sensitive youngster, but had a history of being a "troublemaker" in school. She dropped out of school at the end of the 10th grade. The counselor appeared in court and testified that vocational plans had been made for Margaret and her case was closed. When she came to YOC, she was immediately enrolled in MDTA training for nurse aide. Margaret's adjustment is today moving in a positive direction.

An example of the diversity and flexibilty of YOC activities is the case of Willie. When Willie came to the YOC, it was discovered that he could not read, although he had completed the seventh grade. Since his hearing was poor and he needed eyeglasses, he was referred to Vocational Rebahilitation. After treatment recommended by that agency and obtaining eyeglasses from the State Board of Health, he came back to the counselor at the YOC. Willie was then referred to an MDTA class in remedial reading and was advised that he would be able to satisfy his desire to enlist in the Armed Forces if he persevered in learning the basic skills. He had another problem. In order to get a driver's license, he had to have his name changed legally. He was sent to Legal Aid, since that agency is prepared to cope with problems of this type.

In our dealings with the Mental Health Clinic, it has been necessary for the counselor to escort the counselee to the clinic because of his fear that his friends would think that he must be "crazy."

The services of many community agencies were not even known to many of the underprivileged until their contact with the YOC. The cooperation of other agencies in the community has been of the utmost assistance to us in motivating and encouraging young people to make the effort needed to avoid a poverty-ridden future.

The YOC receives daily requests from Job Corps, Neighborhood Youth Corps, Work-Training Programs, and others which are a part of the antipoverty program. Few agencies can match the facilities of the local office and the YOC in recruiting, screening, and testing applicants who would be most likely to benefit from those programs.

Delaware's first Job Corps enrollee entrains for Camp Catoctin in Maryland.

Clarence N. Montgomery is Manager of the Wilmington Youth Opportunity Center, Delaware Employment Security Commission.

Our most effective methods for recruiting young people for these programs include use of the daily papers (i.e., pictures and stories of the ones who had enrolled), "reaching out" to street corners and other places where young people congregate, and speaking to parents at churches and meetings of community organizations. Displays and posters in the windows of the YOC have also proved useful.

Selection of appropriate personnel for one-to-one and group counseling has been very successful at the YOC. We have found, for example, that counselees who live in homes where there is a female head-of-household, generally establish a better relationship with a female counselor.

It has also been our experience that the job of advising applicants seeking employment, keeping records, and other duties performed at the reception desk are, in most cases, very exacting. Volunteers and other well-intentioned persons often lack experience in methods of evaluating attitudes and aptitudes of individuals and have less experience in compiling data for reports. It is therefore our opinion that the reception desk should be manned by a counselor specifically trained in these tasks. Retired Employment Service employees such as the one we have in our YOC, however, provide excellent service as volunteers.

Stepping Up to the Job Corps

Unlike many school dropouts who have an aversion to the symbol of authority represented by government offices, Bob D. didn't have to be led by the hand to inquire about the Job Corps. His mother had read about the program in a Salmon, Idaho, weekly newspaper. Accustomed to a life of unemployment, poverty, and public assistance for most of his 17 years because of his father's serious heart condition, he was eager to find a way to help himself and his family.

The local employment office manager had told Bob about the Job Corps and was confident the program could help him. Bob had spent much of the previous 3 years "hanging around" an auto wrecking yard, because he liked to work around cars.

Bob's difficulty with schoolwork had made him test-shy. However, a passing score on the Job Corps' orally administered, picture-type, basic screening test verified his mental ability to acquire vocational skills. A few weeks after completion of screening, his father died, but this did not change Bob's Job Corps plans. Now it was even more important that he prepare to assume responsibility.

When his orders to a Rural Conservation Camp in Oregon came, he was delighted. However, he was to leave on a Saturday and the weekend bus schedule to the Missoula, Mont. airport was so bad that the 145-mile trip involved 3 nights' layover. Naturally, the Job Corps was agreeable when the local ES manager offered to drive Bob to the airport. When the manager arrived at 4:30 a.m. to pick him up, he was still trying to figure out how to get everything in his old suitcase. It seemed unduly heavy and, at the airport, weighed in at 81 pounds. The source of most of the extra weight turned out to be a set of 18-inch socket wrenches.

When the local office manager offered to take them home, Bob's lips quivered and he said, "Dad gave them to me just before he died, and if I leave them home, they will be all scattered and gone when I get back." This was too much for the softhearted local office manager who volunteered to pay the expense of shipping them to Bob's training center. The ticket agent appeared not to notice the rest of the excess weight.

Bob's mother reports he is very happy at the Conservation Center. He spends part of his time on a camp building maintenance crew and is helping reforest an old burn area. His counselor says he has learned to operate a chain saw and his quiet enthusiasm has earned him advancement to fire crew leader. Not only does this step add prestige to his work status but, when coupled with his even disposition and husky build, helps establish him as the barracks peacemaker.

Although he still needs help with letters home, his academic progress in 2½ months has been comparable to advancing from the second to the fourth grade. Arithmetic is also being mastered quite well.

Even if he doesn't transfer later to an urban center, Bob will soon get a chance to use his tools in the vehicle maintenance shop now being built at the Center. The boys have been told there is a possibility for some of them to graduate eventually into Forest Service employment. Bob probably will be a Job Corpsman for at least another year and a half. Then, if his progress continues, he may well be offered one of the Forest Service jobs.

—Idaho Department of Employment.

Upgrading Youth to Jobs

(Continued from page 40)

tion was indirect and usually not available.

In the first year, the contact called for working with a total of 125 young men. Actually, the caseload was 175 at the end of the year with 160 considered successes by the project. The California State Employment Service placed 60 of 115 registered in full-time jobs. Eleven attended MDTA classes.

The most successful placement venture was in filling the Federal Government's need for warehousemen and ammunition handlers at military supply establishments. The supply depots were having difficulty in finding men for these jobs because it was on-call work, a man may work only 3 days a week, and the worker must pass an oral directions test. The ES counselor, along with the job upgrading tutor, set up practice sessions with our young men prior to referral. They then were able to pass the test and obtain employment.

To the total upgrading program CSES represented the middle-class world of work. The ES counselor identifies the employer's requirements and presents them to the upgrading staff so they know the goals their clients must strive to reach. He must also be able to see the limitations of the individual Upgraders and adjust his sights accordingly.

CSES Gives Full-Time Help

In October 1964, once again with the aid of CSES, Neighborhood House was awarded a 2-year contract extension. The CSES component was expanded from a half-time counselor to four full-time staff members. Besides having the counselor full-time, a job development specialist, a counselor trainee, and a typist clerk were added. The program was expanded to include women and adults as well as male youth.

All ES activities were continued but on an expanded basis. Intake, for instance, is now done weekly for whole groups at a time. The cooperation between a public service organization and a private community agency continues in a way that can well serve as a model.

Screening Job Corpsmen . . .

Above and Beyond Duty

WILLIAM A. LESH

Job Corps enrollee Robert Darrah is sworn in at Salmon, Idaho, as his mother and local office manager, Frank Ryset (left) look on.

Three Job Corpsmen from widely scattered parts of Idaho literally "step up to the Job Corps" at the Boise, Idaho, air terminal. State Job Corps Coordinator William A. Lesh sees them off.

Salmon, Idaho, a picturesque city of 3,000 population, is aptly named for its sport fishing and its location on the headwaters of Idaho's "River Of No Return." But this location, about half-way up Idaho's mountainous 900-mile eastern perimeter, poses quite an administrative problem when fulfilling Employment Service obligations to the 9,200 persons in Lemhi and Custer Counties. A population density of less than one per square mile compounds the difficulties for the area's one-person Department of Employment office in providing a placement and claims-taking service.

Training for Job Corps screeners was scheduled at strategic locations around the State, but the administrative budget would not stretch over the miles between Salmon and the nearest training session. However, enough Job Corps literature reached the local office manager's desk to orient him on practical application of the program and to inspire action.

Although the administrative office in Boise is only 160 air miles away, getting the State Job Corps Coordinator to Salmon for screening and training assistance involved almost 700 round trip highway miles and 3 days. To get Salmon's part of the program off the ground, the State Job Corps Coordinator promoted a "free" airplane ride to Salmon with a cooperative Bureau of Land Management pilot. So well had the prescreening been done that, by 5 p.m. on the appointed day, the mountains between Boise and Salmon had been

---

William A. Lesh is Idaho Job Corps Coordinator, Idaho Department of Employment.

spanned twice, and three boys were started toward new lives.

Area counselors provided screening assistance to some small offices. Interviewers making regular itinerant claims-taking trips to other communities managed their time to allow for some preliminary screening. Call-in cards and letters were used to determine initial interest when personal visits were not practicable.

Difficulties Seemed Unimportant

The response to the Job Corps in Salmon followed a pattern that had been anticipated when the program was introduced in Idaho. So often, it was in the very small communities and adjacent countrysides that we talked with boys blindly groping for a way out of the stifling web of failure. There were frequent inquiries from applicants living up to 100 miles from the local office. Because of the long distances and frequent lack of telephone communications, interviewers volunteered countless hours of their own time for needed screening visits. In addition, from all over the State came reports of having to track down 8 to 10 Opportunity Card leads for every application processed. Screeners felt their job would have been easier if national publicity releases had been a little less spectacular and a little more informative. The distance and paperwork barriers seemed unimportant, however, when trying to help some discouraged boy start an upward climb.

Screening was sandwiched in at itinerant points, or done after the regular claims-taking day, usually getting the screener home long after dark. Attendant verification with school officials, and law enforcement officers, and problems of scheduling physical examinations in towns often having only one doctor sometimes stretched the screening process to 8 weeks. There was help from volunteers, however, such as the Department of Public Assistance caseworker who transported applicants to screening interviews at Hailey, and later drove an applicant to Jerome for physical examination.

County Agents, Armed Forces recruiters, Selective Service boards, public assistance officials, schools, and other groups also rendered most gratifying assistance. Discussions with these groups produced more eligible candidates than did promotional news releases. However, news announcements of a candidate's departure for a training center usually brought in more applicants.

Since virtually all potential Job Corpsmen were school dropouts, a working relationship with school officials was vital. With the cooperation of school guidance officials, personal letters explaining Job Corps' objectives were sent by Idaho's Department of Employment Executive Director to all secondary school counselors. Some of the most appropriate referrals are being received from schools. Armed Forces recruiters were asked to refer volunteers failing to meet enlistment physical or mental standards. Most were quick to see that one major Job Corps objective was to qualify boys for military service rather than to compete for eligibles. Frequently, military recruiting supervisors helped distribute Job Corps information to their local recruiters.

Results Are Good

Although total costs were over twice the budgeted amount, all assigned quotas had been met by early August and over one-half of the referrals had left for camps. Only a few applications were rejected by the Job Corps. As this is written, local offices are still awaiting selection of many screened applicants before the passage of too much more time. Heavier applicant response is expected as seasonal jobs end.

Informing new enrollees of their selection and seeing them off to training is a satisfying payoff to local screeners, but usually involves more time and travel than is expected. A typical problem was encountered by a north Idaho office manager whose community lacked suitable public transportation facilities to the airport of departure at Spokane, Wash. The manager finally found a civic-minded volunteer to transport the enrollee the 100 miles to the Spokane airport. Another north Idaho screener had to drive 125 miles late Friday afternoon to alert an applicant for departure the next Tuesday. While on this trip, word reached the local office of a 2-week delay in the applicant's departure, and another trip was necessary. The first enrollee in Salmon ordered to training was to leave from the Missoula, Mont. airport. The weekend bus schedule would have required 3-nights' layover between Salmon and Missoula, only 145 miles away. To avoid this, the manager picked up the boy at 4:30 a.m. and made the Missoula trip by car.

Fortunately, not all problems were this difficult, but rarely could the screening process be compressed into the time allotted.

As one screener put it, "Being a Job Corps screener is a mighty discouraging job much of the time. . . . But there are also moments of reward. Usually they come for just a fleeting moment at the airport as you shake an enrollee's hand and wish him well in the Job Corps. The reward is a smile from that face you interviewed three, four, or a half dozen times. It is a grin that comes hard, and seems almost to crack the face. But in it you see the first reaction to the small effort you have made to help, the first hope that a potential burden to society may become an asset to his country."

RECRUITING FOR THE JOB CORPS

(*Continued from page 17*)

by many organizations over the State, such as, boys' clubs, various religious groups, and individuals who have given freely of their time and experience in reaching out to secure the applicants who needed the program.

Each local Employment Service office in the State, including the two Youth Opportunity Centers, participated in this program with enthusiasm. The reward of this program is the satisfaction of knowing that help is being given to youngsters who might otherwise never have the opportunity for self-improvement that will lead to satisfying and productive employment.

IN HARTFORD . . .

Focus on Youth Services

DOROTHY C. MACRI

Main entrance to the new Hartford, Conn., Youth Center.

By late afternoon of June 2, 1965, staff and furniture had been transferred from the old YES quarters to the new "home" of the Hartford Youth Opportunity Center. The vision had become a reality, and the office gave every indication of being set up to do an important job and to do it well.

Immediately upon entering the Center, the applicant faces a reception desk set up with all the supplies necessary for quickly greeting and serving him. Directly behind this desk, are the two intake counselors whose job it is to review the new applications, screen the young people, and determine to what department they should be directed. The manager's office and the clerk are located in the rear of this large, bright room. The entire wall to the right of the entrance is given over to a long counter equipped with pens, instructions for filling out applications, and other necessary materials. There are comfortable chairs arranged at this counter so that applicants can fill out their applications in a leisurely manner.

About three-quarters of the way down, an archway connects the reception area with the placement section. Here, the placement supervisor, job developer, and two placement interviewers, as well as two of the three youth advisors, have their quarters. This room, also, is bright and cheerful. Application files have been conveniently set up here close to the interviewers who will be using them. The waiting area is placed between the two large front windows. Centered in this area is a table on which are arranged interesting, timely, and helpful reading materials. Included in the selection of informative booklets are: "How to Get and Hold the Right Job," "Looking Ahead by Way of Apprenticeship," "Yes, Get That Job," etc., as well as bulletins from various community organizations dealing with youth, and a selection of informative news magazines. All in all, this is a very pleasant place for a young person to have his initial contact with the serious business of seeking his first job.

Now, let's take a look at the second floor. Both sides of the large room are flanked by counseling booths—four to a side. Two large rooms in the back are fitted with test apparatus and are so arranged that it is possible to test 20 people in each room simultaneously. A smaller test room, for typing and clerical skills, is also on this floor, as is a community room for meetings with outside organizations, volunteer workers, businessmen, and other groups.

Prior to the formal opening of the YOC on June 4, all news media in

A view of the counseling booths, waiting area, and the door to the community room, a meeting place for community groups.

Placement Interviewers refer young applicants to job openings.

Dorothy C. Macri is a Placement Interviewer in the Connecticut Employment Security Division.

the area—radio and television stations, newspapers, church and club bulletins—were contacted. Their cooperation was overwhelming. The nine local radio stations, three television stations, two daily newspapers and a legion of weeklies in surrounding towns were generous with time and space. Features were printed, the office manager was interviewed by radio and television personalities, news programs featured the YOC, disc jockeys promoted the new office, and more young applicants responded.

Summer suspended some of these activities, since radio and television personalities were on vacation. With the advent of the fall season, we are taking advantage of their generous offers to continue our promotional activity. Celebrities important to teenagers are scheduled for personal appearances in the area. They will, we are promised, make recorded spot announcements in our behalf. Feature stories in the newspapers are planned. A series of open house meetings is scheduled. These include gatherings for the clergymen of the area, guidance personnel, retail merchants, women's groups, etc. Also high on our priority list of things to be done is contact with high school juniors and seniors, as well as their giudance instructors.

Of great advantage to the Youth Opportunity Center in its service to young jobseekers this summer was the timing of President Johnson's Youth Opportunity Campaign, which coincided with the opening of this office. It also came at a time when we had far more job applicants than openings. Through the effort of the manager, who prepared a letter to employers soliciting openings for youth, and through letters sent by the local chairman of the President's Committee, many openings were obtained. All the jobs were filled, much to the gratification of the YOC staff, and happily, the employers were very well pleased with the performance of these young people in their first jobs.

This campaign also gave us the opportunity to use volunteer workers to very good advantage. Members of the B'nai B'rith came to the office and worked diligently to address and stuff envelopes. They accomplished in a very short time a task which would have been insurmountable for the regular staff to do in addition to their current duties. The Youth Opportunity Center also used the services of seven young women from the Neighborhood Youth Corps in completing the task of readying these letters for mailing.

An interesting facet of the operation of the Youth Opportunity Center in Hartford is the job of the Youth Advisor, a subprofessional classification. Three are assigned to this office, and their assistance in retrieving counselees who have not kept appointments, in carrying messages to applicants whom the placement section is seeking for possible job openings, and in tracing youngsters

who are qualified for the Job Corps has been most valuable. Theirs is not an easy task. One advisor spent almost a whole day and traveled 86 miles to make sure that a young man who was interested in the Job Corps was reached and given all necessary information. Her efforts were not in vain—the youngster is now enrolled in the Job Corps.

The Hartford YOC also has an advisory committee consisting of the OEO Director for the State of Connecticut, the Executive Director of the Service Bureau for Women's Organizations, and representatives from such groups as the Community Renewal Team, the Urban League, NAACP, City Welfare, the Department of Education, various neighborhood centers, and like groups. Also included on the committee are three bright, alert teenagers who will hold full committee member's status for a period of 6 months. We are sure they will be one of our most valuable assets. Although inactive during the summer, this committee has now begun to function.

Since the YOC in Hartford is so young, only the surface has been scratched in cooperation with other agencies. Community relations contacts have been made with many organizations to inform them of the services we offer to youth and to seek their asistance in whatever areas they may be able to serve. Volunteers have been offered from several community groups such as B'nai B'rith, the Revitalization Corps, the Community Renewal Team, The American Friends' Service Committee, Human Relations of Hartford and several church groups. Others have indicated interest in all activities at the YOC, and, when time permits, a followthrough on this phase of community activity will be made.

A number of invitations have been extended to members of the YOC staff to speak before clubs and civic groups. This activity is on our fall agenda and we welcome it, for we feel that it is most important that the staff of the Youth Opportunity Center become well known to the adult members of the community.

An innovation, which has proved extremely valuable to this office, is our schedule of speakers for the Friday afternoon counselors' meetings. Representatives from City Welfare, Juvenile Court, Circuit Court, Family Relations, Travelers Aid, the MDTA Training Facility, and others have participated. Through these meetings, the YOC staff becomes aware of the services offered by other organizations, and they of the function of the YOC. The lively exchange of ideas has proved to be stimulating to both sides.

In the few short months that the Youth Opportunity Center has been in operation, a great deal has been accomplished, but it is only a foretaste of the job ahead. New plans are constantly being formulated, our ambitions are high, and we sincerely hope to meet the challenge.

Skill Training for Detroit Youth

I. WILLIAM ARSHACK
and MAURICE SILVER

The Detroit Public Schools Skills Center, an MDTA training facility, carries out the Special Youth Training Program (SYTP). A basic education and multioccupational program was approved in October 1964 to serve 1,500 eligible boys and girls, ranging in age from 16 to 21. Operations began with a group of 100 trainees who arrived at the Center on November 30, 1964. In less than 1 year, 1,256 trainees have entered the youth program at the Skills Center up to October 1965; 190 left the Center to get training-related jobs on their own; 11 entered the Armed Forces; 7 married and left the program; 44 returned to regular (high school) or other further training under MDTA; 177 were terminated because of problems of attendance, personal adjustment, and family problems; 47 have completed the course and are ready for placement. More than 700 are still in training at the Center.

Staff members of the Michigan Employment Security Commission (MESC) and the Detroit Board of Education are located at the Center. The Board of Education develops and conducts the basic education and occupational training to prepare the trainees for jobs at an entry level. MESC responsibilities include counseling and guidance, psychological support, and job referral and placement.

Trainees are selected and referred by the Detroit Youth Opportunity Center (YOC) of the Michigan Employment Security Commission. Generally, an applicant at the YOC, assisted by his employment counselor, decides upon one of the Skills Center training programs. Upon arrival at the Center, he is assigned to this program. In the event that a youth comes to the training facility without a predesignated choice, his counseling is continued with the MESC counseling staff located there, until a decision is made. Often actual exposure to the variety of training opportunities acts as a stimulus to making an appropriate decision.

Occupational training is given for auto body repairman, auto mechanic, auto service station mechanic, auto upholsterer and glass assembler, automatic screw machine operator, used car reconditioner, welder, cook, diesel mechanic, furniture upholsterer, janitor and janitress, machine operator, metal finisher, motor boat mechanic, nurseryman, pantryman, shoe repairman, spray painter, steel fitter, tailor, truck body builder, and wheel aliner.

Other community agencies and resources supplementing the efforts of the MESC and the Board of Education are available to the students. The Department of Vocational Rehabilitation and the Department of Public Welfare each provide a regular part-time staff worker. The United Foundation, medical and health facilities (public and private), and Aid to Dependent Children work closely with trainees in providing specialized services and emergency funds.

In training youth for entry level jobs, the Skills Center must be alert to, and concerned with, many problems which may have prevented the trainee from obtaining suitable employment. Unless the trainee can meet employer requirements, even entry level employment will not be available to him.

While the occupational skills training is paramount to the goal of placement, the trainee may have basic educational, social, and health problems which must be resolved before he can reach this goal.

The trainees' educational backgrounds range from third grade to high school graduation, but performance levels often are considerably below the years of schooling completed. It is assumed that a significant percentage of those who completed high school did so on the basis of "social promotion." A goodly number of them, however, have the potential to

Jill La Fountain, one of six girls now working in county offices in an on-the-job training program sponsored by the Michigan Employment Security Commission receives instructions from Tom Duncan, Assistant Director, Board of Auditors Accounting Division, Pontiac, as Mrs. Patricia Underwood Dolsen, local ES training coordinator, looks on.

I. William Arshack is Supervisor, Counseling and Placement Service, Michigan Employment Security Commission personnel, at the Detroit Public Schools Skills Center. Maurice Silver is Counselor at the Detroit Area Skills Center.

do better than they have done in the past. There is, in fact, evidence to indicate that reading and computational levels have been raised through the courses provided by the Center.

There are difficult counseling problems that must be dealt with, since many of these youth have an extremely weak and inadequate self-concept. Many of them are angry, hostile, and suspicious. Many have a distorted view of themselves and of the world at large. Some can be reached, many cannot. Practically all, however, seem to realize that this training may be their last chance to change their lot, to break with the previous pattern of poverty and failure which has prevented them from enjoying a more adequate and fruitful life. From this, it can be seen that the duties of the MESC counselors are by no means restricted to job counseling.

What Does Individual Need?

A key characteristic of the SYTP is the tailoring of the programs to the youth. Every attempt is made to develop an individualized plan for each trainee in accordance with his needs for adequate preparation for employment. Although this is the major objective, it is hoped that the program will also help each trainee to improve his attitudes toward his community and himself, and to acquire sufficient social skills to enable him to live and work with his neighbors.

The individualized plan is the product of a joint effort involving the trainee, his MESC counselor, his program coordinator, and instructors. Initially, it is tentative, for once the student begins his training, it may require changes. For example, a student may discover that he is not as interested in or suited for a particular vocation as he originally believed; or, he may wish to attempt training in some other area. Occasionally this will be a work area for which he has little ability or aptitude, but it may be better to allow the student to experiment, rather than to discourage him at the outset. If a change in training then becomes necessary, the trainee's experience will permit a more realistic approach, without his being frustrated.

The basic education program is divided into the Communications and Computational Skills Departments, and the Planning Centers. The academic and the occupational programs are not separate entities, but are intended to complement each other. In the beginning, the academic program, via the Planning Centers, includes broad areas of work information: How to apply for a job and fill out application forms, budgeting, personal hygiene, general grooming, attitude development, and appropriate dress. The Communications and Computational Skills Departments stress vocabulary, reading and arithmetic, and other information related to specific occupational training.

At first, the student's schedule is divided into a daily program of 4 hours of academic and 4 hours of vocational training. With progress, this is changed to an 8-hour vocational program. When an occupational instructor feels that a trainee is ready for an entry level job, he is sent to the MESC placement coordinators for job referral. All decisions are arrived at through constant evaluation by all concerned, including the trainee. Since each student learns at his own speed, it may not be necessary for him to remain at the Skills Center for the total time allowed him. This also is a feature of the individualized plan.

The First Step

Much of what is happening is experimental, for this whole program necessitates new concepts of education. No trainee is expected to complete his particular training as an expert in his field commanding top wages. Nor is it expected that he will undergo a complete metamorphosis in his attitudes. All that can be hoped for is that each person will have taken a firm first step. How far he advances after leaving the Center will depend largely on his own initiative. It is a difficult task to bring these realities into focus for many of the trainees. This is part of reality that can come only with experience.

Rural Talent

Eighteen-year-old Jim H. lives in South Hero, Vt. in a remote area consisting of a number of islands in Lake Champlain on the Canadian border. The area had the lowest per capita income in the State when the Smaller Communities Program mobile team came to provide employment services in December 1964. Jim was one of more than 700 county residents who registered with the team. He had left school after the eighth grade when his parents moved up from Connecticut, and since then had held temporary jobs as a tobacco picker, counterboy, kitchen helper, and laborer on a construction project.

Jim had been married a few weeks before the team arrived and was especially concerned about his job future. His *General Aptitude Test Battery* results and an interpretive interview with an employment counselor showed Jim to have high manual dexterity and potential for learning various skilled trades. With the cooperation of the newly opened Youth Opportunity Center in Burlington, the mobile team counselor was able to place him in an auto-body repair training class (below). Because of the Smaller Communities Program which reached out to bring employment services to his village, Jim is on his way to success.

—Vermont State Employments Service.

MANPOWER TRENDS

PLACEMENTS UP OVER YEAR

September was the eighth consecutive month in which placements made in nonfarm jobs by local offices of the Federal-State public Employment Service system exceeded year-earlier volume. For the first 9 months of this year, placements totaled 4,869,100, 2.3 percent above the corresponding months of 1964. Placements increased in all major occupational and industry groups over the year and in all major occupational and industry categories, except Government, over the month.

JOBLESSNESS BELOW 3 MILLION IN SEPTEMBER

Unemployment dropped nearly 400,000 over the month to 2.9 million in September, falling below 3 million for the first time since October 1957. At 4.4 percent, the seasonally adjusted rate of unemployment was not significantly different from the 4.5 percent of July and August. Joblessness among adult men, at a low 3.1 percent rate, remained virtually unchanged from the preceding 3 months. The jobless rate for married men dropped to 2.2 percent, equal to the low recorded in March 1957 and the lowest for any other month since such data have become available on a monthly basis. Trending downward for 18 months, the jobless rate for adult women was 4.2 percent in September, the lowest since October 1957. After reaching a 3-year low in August, the unemployment rate for teenagers edged up to 13 percent in September, well below the 14.3 percent rate of the year before for 14-19 year-olds. Since September 1963, total unemployment has declined by 650,000.

INVOLUNTARY PART-TIME EMPLOYMENT FALLS

Total employment (including self-employed, domestics, and unpaid family workers) dropped 1.8 million in September to 72.4 million, as many young workers returned to school. Farm employment declined a more-than-seasonal 400,000, probably because of generally unfavorable weather during the survey week, whereas the 1.4 million decline in nonagricultural employment was about usual for August-September. The number of nonfarm workers on part time for economic reasons fell sharply in September to 1.7 million. On a seasonally adjusted basis, involuntary part-time work was at the lowest since March 1956.

SHARP RISE IN JOBS FOR TEENAGERS OVER YEAR

Over the year, total employment has risen by 1.6 million; the 2.1 million gain in nonagricultural jobs was offset by a loss of over 450,000 farm jobs. Teenage employment advanced 550,000 since last September--twice the September 1963-September 1964 gain for this group.

NONFARM WAGE AND SALARY WORKERS CONTINUE TO INCREASE

Nonfarm payroll employment continued its upward climb, increasing to 61.6 million in September. The 600,000 rise from August was 125,000 greater than seasonal. With the opening of schools and the return of teachers and other school employees, State and local government employment rose by 450,000--60,000 more than seasonal--to 7.6 million, pushing total government employment above 10 million for the first time. Factory employment rose 240,000 over the month. However, jobs in construction declined a slightly more than seasonal 90,000 in September to 3.5 million. For the last 6 months, employment in the construction industry has averaged 3.2 million (seasonally adjusted), slightly below the record first quarter of 1965.

4 MILLION ADDED TO PAYROLLS IN 2 YEARS

Nonfarm payroll employment moved up by 2.4 million over the past year and by almost 4.0 million since September 1963. About one-third of the total increase from a year earlier was in manufacturing--750,000, but expansions were also recorded of nearly 500,000 each in trade and State and local government, 325,000 in miscellaneous services, and more than 100,000 each in contract construction and transportation and public utilities.

RECORDS CONTINUE TO BE SET IN FACTORY JOBS

After surpassing World War II records in July, manufacturing employment has continued to increase, rising by 240,000 between August and September to 18.5 million. A large part of the over-the-month gain was a result of the rebound in transportation equipment following the automobile model changeover period in August. After seasonal adjustment, small gains in jobs occurred in ordnance, machinery, electrical equipment, and apparel. Since September 1964, all but three manufacturing industries (food, tobacco, and petroleum) have had job increases. Largest gains occurred in the metals and metal-using industries. Most of the 750,000 employment rise took place among production workers, who numbered 13.9 million in September, up 600,000 from a year ago. On a seasonally adjusted basis, this level was the highest since 1956.

AVERAGE HOURS AND EARNINGS AT HIGH LEVELS

The factory workweek, at 41.1 hours, the highest for September since 1952, changed little from August. Both average weekly and overtime hours have remained at high levels for the past 6 months, after seasonal adjustment, although both were slightly below the exceptionally high first quarter 1965 averages. Hourly earnings for factory production workers increased from $2.60 to $2.63 between August and September, and weekly earnings from $106.60 to $108.09, 3.3 percent higher than in September 1964.

Atlanta's YOC Provides Special Services

A. W. SEGARS

Since the State Employment Service of the Georgia Department of Labor established in Atlanta one of the first Youth Opportunity Centers in the Nation, we probably can serve as a model for what to do and what not to do in establishing such a center.

First, we were concerned with location, physical layout, buildings, equipment, etc. We tried to find a location somewhere near the business section of Atlanta, yet convenient to the underprivileged youth of the city, though it should be noted that we serve youth from all socio-economic groups. We were fortunate in finding approximately 12,000 square feet of floor space in a building in the center of an area served by eight Neighborhood Service Centers, either already opened, or about to be opened by the Office of Economic Opportunity. The Atlanta YOC occupies almost the full second floor of the building.

Applicants are received and registered in a reception office on the first floor. They are then directed to the second floor, the very heart of the Center, where the counseling and placement sections are located. For years, some Employment Service offices believed that individual booths for counselors were not practical in a regular office. The Atlanta YOC, with its increased counseling load and enlarged staff of 16 counselors, finds private booths more feasible. These extend down two windowed sides, with four extra booths interspersed for counseling supervisors. More room was allowed for waiting sections for applicants, and desks for four youth advisors were set near the booths of the counselors. Each youth advisor does initial interviewing and reviewing of registration cards prior to assigning a counselee to one of four counselors. The rear center of the office contains desks for the use of personnel who enroll youth for MDTA training or for the Neighborhood Youth Corps. The placement section is located nearby, adjacent to the applicant waiting area. Testing rooms are provided—one for proficiency tests and one for other tests. In the right rear of the office is a large room used for conferences, staff training, and orientation sessions.

It is suggested, where space permits, that seats in the waiting section be arranged in a half-circle, or open rectangle with tables in the center for good magazines, various pamphlets on job information, or other printed matter of particular interest to youth seeking jobs.

When a youth enters the YOC, he becomes an individual of importance to be carefully handled by each staff member whom he meets. The receptionist assists him in registration and refers him to one of the most important points in the office—the desk of the youth advisor. The youth advisor decides whether to send him directly to the placement specialists for referral to a job for which he is trained, experienced, and suited, or to a counselor, if the youth advisor detects some sign of a problem. The counseling process may be completed in two or three interviews, or where a personal problem is present, a number of interviews may be required "to talk through" to a solution. A serious personal, mental, or emotional problem may necessitate the assistance of a clinical psychologist. It has been very beneficial to the counselors and other staff members to have such a professional person on a contractual basis in the office. Counselors must recognize their limitations and have someone to turn to for assistance. This is especially true with mentally retarded applicants. The psychologist's findings help greatly in efforts to increase a retarded youth's employability.

The idea uppermost in the minds of the Youth Opportunity staff is *not* the number of placements made, but the need to assist each applicant to become a self-supporting, productive member of society. This may call for referral to special training that may require months or years, such as that offered by MDTA or Job Corps. The Atlanta YOC screens, counsels,

Sargent Shriver, Director, Office of Economic Opportunity, stops at the reception desk on a recent visit to the Atlanta YOC. Left to right, Ivan Allen, Jr., Mayor of Atlanta; Mr. Shriver; Boisfevillet Jones, Chairman, Board of Directors, Economic Opportunity Atlanta, Inc.; A. W. Segars, Manager, Atlanta YOC; and Marion Williamson, Director, Georgia Employment Security Agency. The receptionist is Lallie Rogers.

A. W. Segars is Manager, Atlanta Youth Opportunity Center, Georgia Employment Security Agency.

tests, and refers youth to MDTA classes. It also has responsibility for screening, selecting, and referring all applicants to the out-of-school portion of the Neighborhood Youth Corps, where young people can learn something of the daily world of work and its requirements through placements on short-period jobs with various public and private nonprofit agencies. This training teaches a youth to get to work on time, to accept supervision, to understand and accept responsibility, and to work cooperatively with fellow employees.

The YOC recognizes the helpfulness of many agencies, such as Vocational Rehabilitation, Family Service, Family and Children Service, and Travelers Aid, among others. Our counselors frequently refer applicants to one or more of these for further assistance. Occasionally, the counselors accompany their counselees to the agency if it appears advisable. The Community Service Coordinator works with all organizations—civic clubs, city agencies, county agencies, and others—to keep them informed of the work being carried on in the Youth Opportunity Center, as well as keeping staff of the Center abreast of developments pertinent to our operation.

The Atlanta YOC is making good use of the services of volunteer groups. The Fifth District Federated Women's Clubs of Georgia have well qualified and willing members who are present every day. They form a welcoming committee and are the first to meet the youth. This pleasant greeting helps the youth feel more comfortable while in the Center. These fine volunteer workers have been trained for the duties they perform, they are willing and capable, and they exert a healthy community influence.

Soon we will be assisted by another organization, the Downtown Business and Professional Woman's Club of Atlanta. These volunteers will do a different type of work. They will teach the youth such things as grooming, how to dress, how to apply for a job, and how to get along in the work world. This group will also be a desirable "go-between" with employers.

During a recent visit to the Atlanta YOC, Harry Kranz, Assistant Administrator for Manpower Operations, BES (right), talks with a handicapped applicant. A. W. Segars, Manager, Atlanta, YOC (left), and J. K. Strain, Director Georgia SES, accompanied Mr. Kranz on his tour of the Center.

Youth Opportunity Centers must recognize the value of volunteer groups and realize the importance of securing them as part of their staff. Since there must be community acceptance of the Center, participation by these dedicated organizations will greatly enhance the chances of this acceptance.

Since our office is still in the experimental stage and has no definite guidelines to follow, we are feeling our way along. Our staff is still incomplete, but we hope before long to have a full complement of workers. Training of new employees has been difficult, because we have been flooded with youth applicants. School graduates and summer workers have come in great numbers, as well as school dropouts, many of whom have realized that the problems facing them in finding work require professional help for solution. Fortunately, we had more summer jobs available this year, due to the special emphasis on summer work for students through the President's Youth Opportunity Campaign.

Many methods are used to reach youth needing our assistance, especially those of underprivileged and/or minority groups. The Neighborhood Service Centers, other Georgia State Employment Service offices, Vocational Rehabilitation, schools, juvenile courts, churches, and many other organizations refer applicants to us. Atlanta newspapers, radio stations, and television stations have been most helpful in informing the public about our services and objectives. Members of our staff have spoken to school classes, church groups, personnel office associations, club groups, and others. We have had numerous groups visit our office and observe our operation. We encourage visits on either a group or individual basis.

We expect that the Youth Opportunity Center will be a permanent part of the Employment Service, since it fills a need that has existed and will continue to exist as long as young people need jobs. We use not so much a new type of employment counseling, as a new approach, that emphasizes the individual and his employability. We try to give the applicant more time, more care, and more individual attention. We are concerned with the whole youth and the best methods to overcome his deficiencies in education, training, and similar areas that affect his employability. When the youth reaches his maximum level within these areas we attempt to place him in employment

(*Continued on page 55*)

Preparing Disadvantaged Youth for Work—I

This article is the first in a series that will describe the findings of a project designed to evaluate and prepare a group of school dropouts for training or jobs. The project was under the supervision of the Philadelphia Council for Community Advancement, with services performed by the Jewish Employment and Vocational Service (JEVS) and the local offices of the Pennsylvania State Employment Service (PSES). Financial support for the project was provided by the Office of Manpower, Automation and Training of the U.S. Department of Labor.

The 450 youths selected for study lived in the section of North Philadelphia that has sometimes been referred to by popular writers as the "jungle." High proportions of unemployment, school dropouts, poverty, dependency, crime, delinquency, illegitimacy, illiteracy, and inferior housing reflect the depressed condition of the area. All had in common a lack of direction and commitment to finding and holding a steady job. Notable changes in motivation, and a heightened desire to secure a job and an occupational identity and classification occurred for many of the youth after they received JEVS work adjustment services.

The articles to follow will describe the counseling and work adjustment program (JEVS) and the job placement experience (PSES) of the project. They will appear in subsequent issues of the REVIEW.

It is hoped that the findings of this study will contribute new information regarding the behavior of disadvantaged youth and assist agencies serving disadvantaged youth to find more effective ways of reaching and influencing them.

Jobseeking Patterns of Disadvantaged Youth

SAUL S. LESHNER
and GEORGE S. SNYDERMAN

All of the youths were interviewed by PSES counselors prior to their selection for the project. The first series of questions posed to each youth was aimed at revealing his insight into his problem. They were not asked in any particular order, and the youth was permitted to ventilate all his feelings without interruption. The following points were explored: What does he think is keeping him from finding suitable work? How does he view his occupational future? What does he think he ought to do about it?

As might be expected, some of the reasons given overlapped or were implicit in others. Forty-three said they "lacked training," 63 said they "lacked a high school diploma," 56 coupled training with experience, and 24 coupled lack of training and experience. Another 24 said they were "not qualified for anything." It is evident that many of these school dropouts believed that their failure to find jobs was somewhat related to their failure to complete school or, at least, to acquire a salable skill while in school. Others were so passive as to seem unresponsive or impervious to any stimulation aimed at helping them. Twelve girls said they were unemployed because they were pregnant, and 6 girls had to stay home to care for their children, 19 youth said their "delinquency record" was held against them by employers. Three youth said they had looked for the wrong job, 138 youth admitted that they did not seriously look for work, and 9 said they did not know why they were unemployed.

Regardless of length of unemployment, only 84 (19 percent) of the 450 youth had made one or more contacts with an employer per week; 39 percent never made a single contact; and only 4 percent made more than five contacts per week. It appeared, however, that the longer the period of unemployment, the less the youth engaged in job seeking activities. Evidently, the youth's motivation and ability to direct his energies toward seeking a job lesson as the length of unemployment increases.

Kinds of Jobs Sought

Nearly half (46 percent) of the youth were unable to express any kind of job preference. When responses indicating a preference were grouped and examined according to such variables as skill content, opportunity to acquire training, possibilities for upgrading, and work environment, the choices were, in fact, realistic. Only one boy said he had been seeking

Dr. Leshner is Executive Director and Dr. Snyderman is Program Coordinator of the Jewish Employment and Vocational Service, Philadelphia.

what might appear to be an unrealistic job opportunity: e.g., acting.

The youth who could state their preferences most frequently were seeking low level jobs. In the main, these were the types of jobs which nonwhites with meager educational attainment could actually get. Traditionally, these were the jobs in which relatives and friends were employed. They required little skill, were of poor to fair working conditions, offered little chance for advancement. Even the so-called "semiskilled" jobs to which the youth aspired were repetitive in nature or required persons able to "serve others." This seems to contradict some statements in the literature which point out that "lower class" youth set high values on occupations related to athletics and entertainment.

Significant also is the fact that 45 percent of the youth could state only one kind of a job that they were seeking as a first choice; 60 percent could not state a second choice; and 70 percent could not state a third choice. When these are added to the numbers who were seeking "any kind of work," there is additional evidence of the deep uncertainty and almost blind groping of these youth in attempting to deal with their job problems.

In line with the commonly held view of disadvantaged youth, our findings indicate that most of these youth could not make a vocational choice. Where they could, the choice was usually concrete and realistic.

Where They Applied

Possibilities for job-finding and upgrading were also limited because of the types of establishment to which the youth applied for work. Twenty-two percent made their first application at a factory. They seemed to have vague notions about what they wanted to or could do. Some seem to have been seeking jobs which exist in limited numbers in factories, e.g., janitors, stock and shipping, etc. From the youth's point of view, working in a factory meant better pay rates and working conditions.

Forty-three youth applied at hospitals or nursing homes; nearly all were girls who felt that these establishments were less likely to insist that applicants be high school graduates or have specific training. More than half of these youth had been "steered" to the prospective employers by friends or relatives. Several said that the free meals given to workers more than offset the lower wages than in other industries.

Forty youngsters said they first applied to "stores," usually small retail or variety shops situated in the neighborhood in which they lived. Twenty-five other youth applied at food and grocery stores, but in their immediate neighborhoods; only two applied at the large chain stores. Twenty-one more youth applied at department stores, but 18 told the PSES counselor they did not expect to be hired.

Thirty of the youth who appeared to be interested in securing work in the retail trade were further interviewed at some length by JEVS counselors. These boys and girls said they had not applied at department stores or large chain stores because they did not have a high school diploma, or they did not have proper clothing, or they did not think they could pass the tests.

Perhaps more revealing is the fact that of those youth who did apply for jobs in retail trade, very few tried for sales or cashiering jobs. Most looked for jobs with duties like "filling shelves," "unpacking crates," "delivery," "sweeping up," etc. They said they were "playing it safe" and looking for work which they could do and for which nonwhites are acceptable. Few of the youth were seeking "white-collar" or clerical openings; only four applied for jobs in offices.

How Job Sources Were Selected

Although all of these youth needed considerable assistance in finding a job, only 15 went first to an employment office, public or private. All 15, at the time of their initial application, were seeking service jobs in hospitals, hotels, restaurants, or private households.

Few read want-ad columns in newspapers, even though jobs were listed that they could do and might conceivably get. Only 10 of the 15 youth were referred to prospective employers by the employment agencies, but only 2 of the 10 secured jobs through these agencies, and the jobs were temporary. Those who registered with private agencies said that they were "brushed off" if they "did not have the fee to pay in advance." Only 4 of the 15 had registered with PSES.

Only a small number seemed to have valid reasons for applying at a particular establishment, and were able to verbalize their reasons. Specifically, 7 said they had some experience and could describe the experience; 13 said they were interested in a specific job and could say why; 30 said they had seen or thought about the work as performed in the particular establishment and thought they could do it or learn to do it.

Why They Stopped Jobseeking

On this point the youth tend to generalize or rationalize. For example, 31 were discouraged (22 of the 31 appear to have been seeking work for more than 6 months; these averaged two contacts per week but had not produced even a day's work). Fifty said they "did not know where else to look" (36 of these had averaged less than 1 contact per month; 19 had made less than 5 contacts during their entire time of unemployment). Five became ill and were hospitalized but did not attempt to secure work when their health problem was resolved. Twenty-one had no carfare (all were being supported by the Department of Public Assistance); 52 of the girls became pregnant or had to stay home to care for one or more of their children. Five doubted their ability to work because of a physical handicap, and 32 were "away for a while" in a correctional institution.

Added to the above were "vague" reasons which, taken with the foregoing, have resulted in such youth being labeled as "aimless" and "unmotivated" and unable to assume responsibility. Thus, 26 said they "did not know why" they stopped looking; 89 "just stopped;" 77 "never really looked for work;" 8 filed applications with employers and decided to

"wait" for the employer to call them; 3 thought they were "too young" to work (none of these contacted the Employment Service or Board of Education to check this point); 8 were satisfied with occasional odd jobs and appeared to have been unable or unwilling to seek permanent work; 12 registered with an employment agency but did not apply elsewhere; 2 slept "too late to look for a job;" one was considering enlisting in the army, and one was considering returning to school, but neither boy took action.

Conclusions

Some of the major findings of other students of employment of disadvantaged youth were confirmed. The youth tended to have little understanding of concepts of success and achievement. They tended to view the existing occupational structure as irrelevant and without personal reference, and to view middle class goals as vague or impossible of attainment. They set up personalized goals which can be achieved, and they regard these goals as "good enough." They lack or do not view occupational goals seriously. Their negative attitudes toward work in general, and steady work in particular, result from their failure to accept an occupational role.

Occupational titles of jobs meant little to these youth. The number of occupations of which these youth had knowledge was very small. The youth's exposure to persons with real work experience was almost exclusively limited to those in unskilled, semiskilled, service and domestic occupations. Lack of knowledge about jobs and the job market, in part at least explains why so many youth restricted their search to a few occupations and industries. It also underscores why so many could not state a vocational choice or goal.

Most youth preferred to stay as close to home as possible. Some youth felt that the chances of securing a job were better since the prospective employer "might know" them and would be more apt to hire them. Several boys said they were afraid to travel through territories of other gangs. Several others "did not know their way around the city" and said they thought they might get lost.

In summary, a large proportion of the youth had vague and random jobseeking patterns. These appeared to stem from a lack of orientation to the job market. For those who were motivated to seek employment, aspirations tended to be realistic in terms of their own competencies and personal and social limitations. Aspirations, however, reflected a devaluated self-concept and a lack of any belief that they could escape the bonds of their environment.

Despite a general awareness that they needed training, comparatively few of the youth had confidence that an investment in preparation through schooling or training would pay off. This appears to be due, in part at least, to feelings of self-devaluation, discrimination in hiring, and to their inability to engage in long term effort for future rewards. The youth tended to live in the present and were unable to project expectations into the future, and defer immediate gratifications for later well-being.

Implications for Service

It seems probable that the deep rooted problem of finding and holding a job for a disadvantaged youth cannot be resolved through verbal means. In spite of initial counseling at the Employment Service, half the youth rejected the offer to enter the adjustment and training programs. The depth of the youths' problems was related to the fact that their development occurred without social guidelines and standards. Many lacked personal identity and a concept of anything other than relations and behaviors affecting their immediate survival. Absence of purpose or goal, in a sense, resulted in a bewilderment with, or a psychological withdrawal from any involvement with matters not tied to their immediate experiences. Their attitude was one of little hope or expectation of having a more fruitful life.

It is, therefore, an oversimplification of the problem to suggest that counseling and occupational information for these youth are enough. Rehabilitation would imply first a wide and intensive variety of health, welfare, and educational measures for them and their parents.

The depth of the problem is reflected in the alien character of the subculture, the constricted developmental and life experiences of the individual youth, and the lack of relatedness of middle class norms to their survival needs. The first steps in the youths' vocational development must involve a broadening of fundamental experiences through social learnings, which will enable them to deal with matters which offer a high sense of well-being.

The attitudes and conformance patterns to be cultivated must consolidate those healthy forces which can be made available within the home, neighborhood, school, and employing community.

The rewards of self improvement should be geared to prescribed efforts and related to achievement. Recommendations for sound jobseeking and vocational development cannot be intelligible or intelligent for this population until the youth are prepared through elementary experiences for dealing with them.

The experiences provided by the project will be described in the second article in this series.

ATLANTA'S YOC

(*Continued from page 52*)

that will utilize his highest abilities.

These are the goals, the aims, and the methods we have used in establishing and operating the Atlanta Youth Opportunity Center. We hope that these principles and techniques will prove beneficial in establishing or operating other new Youth Opportunity Centers. We naturally have encountered numerous problems in setting up the Atlanta Youth Opportunity Center and probably will continue to have our difficulties; but we in the Atlanta Center feel we are engaged in a helping work that, even with its failures, is an enormous success. We don't measure our achievements by placements or marks on a monthly report, but by the satisfaction gained from assisting youth to find themselves, to recognize their potentialities, and to get a start toward a better and fuller life.

Occupational Information for Educational Planning

BERNARD MICHAEL

Vocational education is now undergoing the most radical and comprehensive changes in its history. Recent legislation providing funds heightened public interest, and the needs of the Nation have contributed to the climate for change. Of particular significance is the Vocational Education Act of 1963, directed to strengthening and improving the quality of vocational education opportunities for all Americans.

Training for All

With the enactment of the Vocational Education Act of 1963, the Congress of the United States left no doubt about its concern with the training needs of the individual as well as for the demands of the economy. The law places great emphasis on the requirement for a flexible vocational education system, with services available to Americans of all ages, of all backgrounds and levels of ability, and in all communities. The Act also takes note of the special necessity for providing high quality vocational training or retraining which is realistic in the light of actual or anticipated opportunities for employment.

The purposes of the law are clearly and simply stated. Effectively fulfilling these purposes, however, will require application of ingenuity and marshalling of resources, including the effective cooperation of public and private agencies, on a scale never before accomplished. Indeed, the law requires that State and local education authorities and the public employment offices in each State work in close cooperation and, to this end, that the State education and Employment Service agencies enter into cooperative arrangements.

Signed agreements between the State employment service and board of education are now in effect in all States. Under these arrangements, the Employment Service offices are to make available, to the State board and local educational agencies, information regarding occupations that offer reasonable prospects of employment in the community and elsewhere for consideration in determining appropriate training courses and for vocational guidance and counseling of students. School personnel, in turn, are required to make available to the public employment offices information regarding the occupational qualifications of persons leaving or completing vocational education courses or schools, so that such information can be considered by the employment office in providing guidance and placement services.

Planning for Change

Thus, Congress anticipated and set the stage for an exchange of information vital to accomplishing the purposes of the Act. However, setting the stage well does not necessarily guarantee a good play. For effective achievement, at least two other elements are necessary—the availability of information and the willingness and ability to use it.

At this time, considerable data from skill, training, and other surveys conducted in recent years are available for some States and areas, and it is anticipated that many more surveys and special studies will be made in the years ahead. (Support for such activities from State boards of education was hampered last year because many States were funded late in the fiscal year.) Expansion of these activities is urgent since State, local, and regional occupational and other information necessary for planning for effective education is now far from adequate.

If effective programs are to result, planning must take into account a very large range of factors. What kind of information is required? In order to receive Federal support each State must prepare annually and submit to the U.S. Office of Education for approval, a description of its proposed program activities. It must also be prepared to evaluate these programs critically and change them where necessary. To carry out the intent of the law, consideration must be given to the needs of the individual, the society in which he lives, private employers, and public agencies. Planners must know not only the characteristics of their local area and its people, but also how they relate to those of the State and to the Nation as a whole.

Information Needed

Information needed includes a comprehensive description of the occupations in the area and how they are changing—which are declining and which are growing—and the major factors influencing the changes. Data are needed to indicate the magnitude of the demand for workers in each occupational group and the nature of the demand—how much from turnover, from growth, and the probable impact of the demand by sex and age groups.

Because educational planners must consider the requirements, desires, interest, and abilities of the individual, as well as the needs of the economic system, basic manpower data of the type described is only the beginning. Much more must be known. To plan education and training programs of various levels—those designed to prepare individuals for specific entry jobs and those aimed at providing the basis for the eventual handling of more complex tasks—educators would find it helpful to have more information on the education and skill requirements of related job families at various levels, entry and beyond.

Bernard Michael is Program Evaluation Officer, Division of Vocational and Technical Education, U.S. Office of Education.

Moreover, there is urgent need to tie in occupational projections with information on job content and projected changes in job content. It would be most advantageous if the Employment Service could provide some basis for answering questions, not only on what occupational groups should be trained for, but also at what level.

Must Keep Up With Trends

For example, if some craft occupations are becoming increasingly technical and require a strong math and science background, plans must be made to provide the proper educational base. But what proportion of these jobs require additional training? Is the number large enough to warrant the complete revamping of a curriculum or is the need evident for only a small proportion of the occupation, which could be met in some other way, such as providing special evening courses?

In many instances there are reports of new and emerging occupations or fields of work, particularly as a result of innovations in technology. Those charged with planning educational programs are understandably concerned about keeping up with such trends. They are particularly sensitive to the possible impact of technological change on course content. But too often the information published does not contain the elements essential for planning. What are the duties and requirements of these occupations? How large are they and more important, how large are they likely to become? Are they, basically, specialized occupations which already require extensive preparation for entry and early progression, or is new training necessary for entry also? What is known about training required at various levels? The answers to these questions are vital in planning educational programs.

It will also be necessary to integrate the research findings obtained from job analysis studies, which provide information on duties, tools and equipment used, and worker traits required for adequate performance at various job levels, with job market studies, which show the size and distribution of occupations by industry. There is also an urgent need for the development of occupational groupings around which meaningful training programs can be designed and for projections which indicate not only the numbers likely to be wanted, but also the changes in job content and training requirements. There is a need for this information on a State and national as well as on the local level.

Problems in Educational Planning

If this seems an enormous task, consider the job facing those who plan education programs. They must determine far in advance where major changes are likely to be made so that they can request funds from State legislatures or otherwise procure the requisite funds. They must develop new curricula and fit them into existing programs. In some cases they will have to commit funds for the design of buildings and facilities, and for the purchase of machinery and equipment. Plans for providing training to update teachers or for bringing in new teachers may have to be made.

In addition to planning for local requirements, educators must also be aware of projected occupational trends at the State and national level. If enough people want training in electronics, even though no openings exist or are likely to exist in their local area, those responsible for planning occupation programs must decide whether to offer such training. To do this, they must know what opportunities are available elsewhere—what the State and national demand and supply pictures look like.

With the tremendous stress on providing training for the socio-economically handicapped, as well as for the exceptional student, information on occupations with entry requirements which can be taught to disadvantaged persons is required more than ever before. If an adequate job is to be done, information on ladders of progression must be developed so that programs can be designed to enable the individual to complete requirements for entry and then obtain the additional training needed to advance.

Role of the Public Employment Service

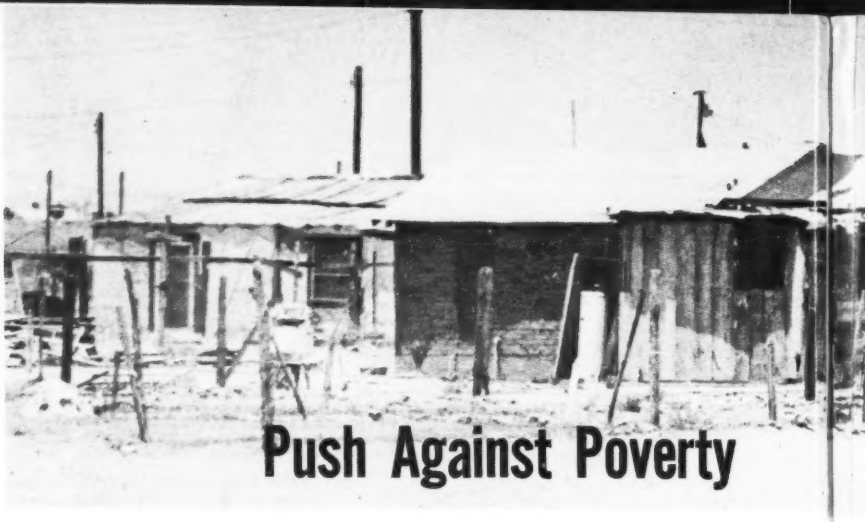
For the Employment Service, this means more and better job market research, tied in with State and national projections. It means continuing and improving the valuable research on job analysis and worker traits required to perform jobs. It means further work with education authorities in developing meaningful job clusters for which training can be provided. It also means more research directed to developing techniques for applying what is known about job content and traits to occupational patterns—both current and projected.

Close working relations with educators in following up student placements are also vital. It is essential that much more be known about work histories of individuals—the relevance of pre-employment training for progression as well as entry, and the relation of training to occupational and geographic mobility.

Although emphasis has been placed on occupational information vital to planning educational programs, the same information base is a requisite to producing meaningful material for vocational guidance. For guidance and counseling purposes, the results of the research programs suggested could readily be incorporated into occupational pamphlets and other materials useful to counselors, to teachers, and to students and their parents. Materials focused on local and State levels are particularly necessary to tie in with the excellent material already available on the national level.

When the kinds of additional occupational information suggested here become available to educational planners from the public employment services and other sources, they will be of tremendous assistance in the development of programs to allow each student to make maximum use of his own potential. They should, at the same time, help achieve the educational goal of providing—through a balanced program of vocational and technical training—the skills required to serve a dynamic national economy.

Job Corps



Push Against Poverty

OTIS A. SINGLETARY

In the last 7 weeks of the New York World's Fair, 12 Job Corps enrollees served as guides and performed other duties at the United States Pavilion. Selected on the basis of their work at the Los Angeles, Cleveland, Omaha, and Kilmer (Edison, N.J.) Job Corps Centers, these six young women and six young men, ranging in age from 18–22, gained invaluable experience in meeting and dealing with the public.

During the summer, 44 Job Corpsmen began working in various government agencies in Washington, participating in a 6-month inservice training program which involves 6 hours a day at jobs consistent with their interest and training and 2 hours daily to a continuation of their education. From Job Corps Centers located in different parts of the United States, the trainees are being provided with housing, transportation, meals, clothing, recreational and community activities, and counseling services, under a contract with the YMCA. This assignment is a reward for superior performance in an average of 4 months at the centers. While in Washington, the reactions of the Corpsmen to recruiting and screening procedures of the Job Corps will be recorded and analyzed, and they will assist in the evaluation of new instructional materials and education programs of the Corps.

In addition to the work experience they will gain during their inservice training assignment, the Corpsmen will have the opportunity to discuss vocational aspirations with YMCA counselors. Off-duty field trips and programs, in line with these aspirations, will be arranged. For example, Corpsmen assigned to the OEO computer room will be given a training course two or three evenings a week in key-punch operation and general data processing operations.

Photos courtesy Office of Economic Opportunity.

Basic education classes are a part of the day at a Job Corps center.

The problems involved in the return of Corpsmen to the community will receive particular attention. Standards are being developed to evaluate the progress of this group and the effectiveness of the inservice training programs. Employers and the YMCA counselors will be asked to rate each Corpsman on responsibility, job performance, initiative, and cooperation. The Corpsmen will be interviewed periodically to determine the value of the program to them.

An individual Corpsman may leave before the end of the project on the basis of his advancement. Upon completion of the program, the Corpsman may:

(*1*) Return to the center from which he came to gain more experience in his work training program.

(*2*) Transfer to a center where he can take work training of a different or more advanced type.

(*3*) Move into a full-time job.

(*4*) Reenter school.

YMCA and Job Corps personnel will plan a full program of free-time activities which, like the training program, are designed to develop the enrollee's self-reliance, individual initiative, and productive use of time.

These projects are examples of the types of opportunities which are made available to disadvantaged youth. However, the young people involved

---

Dr. Otis A. Singletary is Director of the Job Corps and Assistant Director of Office of Economic Opportunity.

in these projects do not exactly conform to the profile of the average Job Corpsman, who is 17½ years old, unmarried, with 8½ years of schooling but a reading and arithmetic achievement level of the fifth grade. He comes from a family of six which lives in overcrowded, substandard housing, and has been out of school nearly a year, looking for a job.

About 15,000 young men and women 16 through 21 years of age are in the more than 70 training centers operated by the Job Corps, one of the major youth programs in the War on Poverty whose aim is to develop marketable skills and a positive attitude toward work and a job.

Most of them come from backgounds where they had to fight to stay alive. Now the Job Corps is trying to teach them to live, not merely survive. We have already had some young people "graduate" from the centers—some going back to school, a few even to college; some going into jobs in occupations for which they were trained in the centers; and some entering the military service, a goal 30 percent could not reach before coming to the Job Corps.

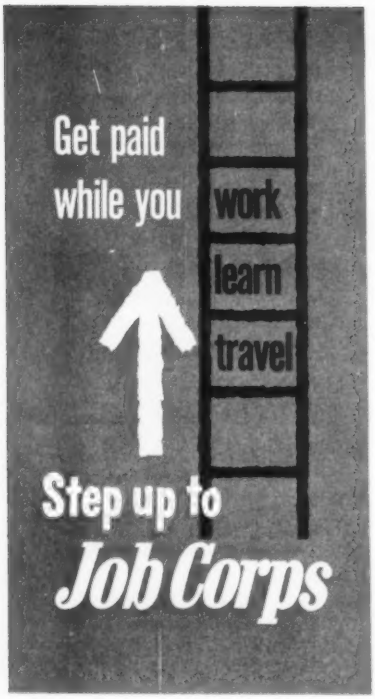
The emergence of the Job Corps centers is a story of a pioneering venture in American education and training. In less than a year, an administrative staff was formed. Interagency agreements were worked out with the Departments of Agriculture, Interior, Labor, and Defense. Buildings were erected or reconstructed to provide the residential, recreational, and educational facilities for the enrollees. Staff was recruited and trained for the centers and arrangements made for the transportation of enrollees—and undertaking second only to the movement of people by the Defense Department—from their homes to the centers.

Nearly 400,000 young men and women have expressed interest in the Job Corps since the national recruiting drive for applicants was launched in January 1965 with the cooperation of 35 national organizations and government agencies, including the Employment Service. Most (90 percent) of the screening of male applicants for acceptance into the Corps is by local offices of State Employment Services. The remaining 10 percent is covered by individual contracts with other agencies. The fine job performed by the Employment Service in interviewing and testing applicants for the Job Corps made it possible to have 10,000 young people in centers by July 1. In addition, State Employment Service Offices counsel the applicants on the program in the centers and see to it that the young men receive medical examinations, forwarding the records of applicants found acceptable to Washington for review and assignment to centers.

Job Corps centers, which are expected to total over 100 and accommodate 40,000 young men and women by the end of the year, are of three types:

1. *Conservation Centers,* accommodating from 100 to 200 young men, are located in the National Parks, Forests, and other public facilities. Here the young men receive schooling to raise their educational level and work training through the conservation work they perform. As of the end of June, 36 such centers were operating with about 4,000 Corpsmen. By the end of fiscal year 1965, the Job

Learning how to drive is an important activity at Job Corps centers.



Training in the maintenance and repair of office machines is being given in men's urban Job Corps centers around the country.

Some Job Corpsmen learn clerking and selling.

Corps Conservation Centers accomplished the following:

Fire Control.—Corpsmen spent 12,433 man-hours fighting forest fires, building and maintaining 29 miles of fire breaks, reducing fire hazards and maintaining fire suppression facilities and lookout towers, and being trained in forest firefighting techniques. Experience and training gained through these work projects has provided a reserve of trained firefighters to supplement local units in combating forest fires. In some areas, Job Corpsmen represent the only available firefighting crew.

Timber Management.—Approximately 1,300 man-hours were spent planting and raising seedlings for reforestation. Corpsmen assisted in controlling disease, in tree insect pest control, and improving forest stands by pruning, weeding, and thinning on over 2,600 acres. They aided in making timber inventories on 3,921 acres.

Recreation Improvements.—Corpsmen contributed substantially to improving and maintaining public recreational facilities and grounds. They helped develop 250 family units for picnicking and camping, maintain and build 30 shelters, lay 1,280 yards of pipe and tile lines and 11,720 yards of walks, and construct 640 signs, markers, and monuments. Corpsmen also spent 75,000 man-hours improving and building sanitary facilities and in improving about 3,500 acres of recreational areas. They devoted 1,000 man-hours to archaeological and other reconnaissance, making extensive surveys of Indian ruins. They also improved or constructed 310 foot and horse bridges and 160 vehicle bridges, developed 360 miles of truck trails and minor roads, and built or maintained 2,427 miles of foot trails.

Water Control.—Corpsmen built 2,000 yards of diversion ditches, 1,000 yards of stream channel, improved and built check dams, and seeded, sodded or planted trees on 71 acres of gullies.

Wildlife Management.—The youths helped control predatory animals in various areas, made animal population counts, and constructed and maintained wildlife openings and nesting facilities. They helped develop and maintain 40 miles of fishing streams.

Administrative Facilities.—Corpsmen helped build and maintain administrative facilities, many of them in their own Conservation Centers. The work included maintaining or constructing 809 equipment and supply storehouses, 80 service and repair shops, and 691 other buildings. They also spent 14,000 man-hours maintaining other equipment and structures.

2. *The Men's Urban Training Centers,* ranging in size from 1,000 to 3,000 young men, are located in former Federal facilities, such as unused military bases. These are operated under contract with the Job Corps by private corporations, colleges and universities, and State agencies. Basic education is provided in these centers, as well as intensive vocational education in skills for which there is a present and foreseeable need. These include business and clerical skills, automotive repair, retailing, culinary work, building maintenance, household appliance repair, small boat maintenance and repair, business machine repair, and welding.

3. *The Women's Urban Centers,* averaging about 300 trainees, are located in former residence facilities. These, too, are operated under contract for Job Corps by business firms and educational and community organizations. The young women are given basic education, training in home and family management, health education, and beauty culture. Work training is given in such skills as business and clerical, retail sales, culinary, clothing services, electronic assembly, and cosmetology.

Naturally, in an operation of this magnitude, we have not been able to satisfy everyone. Some young people have left the program before giving it a real chance. They did so because of homesickness or disappointment in the program, feeling that they were not getting what they expected. This disappointment is due in part to the failure to understand what life at a Job Corps center would be like.

Job Corps and the U.S. Employment Service together are working to improve the flow of information to

enrollees. Employment Service screeners will be interested in the following facts about the Corps:

1. Corpsmen and women receive $30 a month in living allowance, paid twice a month, from which income tax and social security are withheld. Any fines levied against the enrollee also are deducted from this allowance. On leaving the Corps, the trainee receives an adjustment allowance of $50 for each month of service, less deductions. The monthly living allowance can be increased by as much as $20 a month if the enrollee earns promotion to a leadership position.

2. Job Corps is completely integrated, and prospective enrollees should be prepared for the possibility of rooming with, of eating with, and of working under the direction of youth and staff representing all races, creeds, and religions. The number of roommates varies with the facility but an enrollee may expect to have from two to seven roommates.

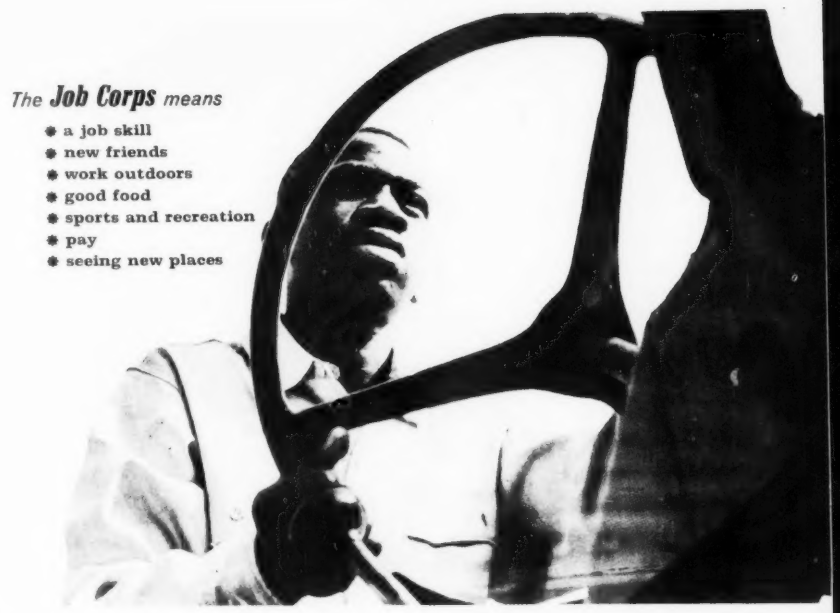
3. Enrollees should expect to arise at 6 a.m.; from then to 8 a.m., they have breakfast and time to clean their quarters. The work day begins at 8 and runs to 5 p.m., including both basic education and skill training. Attendance at classes and other program activities is required. Normally lights out is at 10 p.m. Recreational activities are conducted for those who want to participate during leisure time. Usually there is little or no work scheduled from Saturday noon to Monday morning. Enrollees can expect to perform KP and other similar type duties from time to time.

4. Because of orientation activities, there is sometimes a delay before a Corpsman enters a skill training program. Only a few centers have the heavy equipment or the training program in operation of heavy equipment, and therefore the number of enrollees who can be trained in this field is limited. No new enrollee should believe he is definitely going to get this or any other specific type of training.

5. Corpsmen may not bring a car to the center. Going into town is a privilege the enrollee must earn and the number going into town at any one time is regulated.

6. A Job Corps enrollee accumulates 24 days of leave annually. To receive home leave at Government expense, the enrollee must be at the center at least 6 months, unless there is an emergency at home.

7. The basic education that is provided to enrollees in all centers is in the job-related fields of arithmetic, reading, writing, and speaking. They receive counseling and guidance, and training in leadership and self-government, physical fitness, and recreation, as well as in beneficial use of leisure time. They are taught how and where to apply for employment and, at the completion of training, will be assisted in finding jobs.



This Job Corpsman is learning to monitor a radio signal in an electronics class.

Typing is another skill which is taught at Job Corps centers.

Using the Volunteer in Public Programs

CHASE GOING WOODHOUSE

A volunteer can help to erase his tear by a comforting word or a guiding hand.

The volunteer is a unique American feature. No one comment made by our visitors from abroad is more frequent than "you mean she does all that and is not paid!" However, there are still many areas where volunteers could and should be used, and many potential volunteers who are eager to work in such areas, particularly those related to government programs.

Too many professionals think of the volunteer in terms of addressing envelopes and checking lists or raising money, but there are many volunteers with skills and ability which would command a good price in the world of paid employment. The brains and specialized skills of the volunteer, as well as her hands, must be given scope. The volunteer has a real place in assisting with the work and in creating public understanding and support of our government welfare programs.

With the great increase in the size and mobility of our population and with rapid urbanization and its accompanying problems, both Federal and State governments have entered many activities formerly left to the individual or to private organizations. The Great Depression transformed our idea of charity into the idea of the right of the individual American to a decent standard of living. Our emphasis on the worth of the individual is basic in differentiating our democracy from totalitarianism.

We accept, in the abstract, the fact that under the conditions of today there are many social and economic vicissitudes from which the individual cannot protect himself. Yet there is still the fear of "Big Government." The problem is how to obtain the advantages of collective programs and at the same time retain individual differences and individual initiative and keep the citizen in close touch with his government. The volunteer can play a major role as an interpreter and a channel of communication between the government and the citizenry.

Although we are the richest country in the world, we still have poverty and lack of opportunity in distressed rural areas and in our city slums. The Federal, State, and local governments are working together in one of the most significant campaigns ever undertaken in our country—the abolition of poverty. They can succeed only if the public understands the why and goals of the program.

There is little opportunity for the average citizen to see what poverty really is. It is one thing to read of third generation poverty, and another to visualize vividly life where illiteracy, unemployment, poor housekeeping, poor health, overcrowding, hopelessness, and resulting apathy are, in a very real sense, inherited. This is the kind of life where children never sit down to a meal but catch a bite on the run; where children go to kindergarten literally not knowing their names, never having seen themselves in a mirror, never having held a book in their hands, and with a vocabulary of under a hundred words. Such children find kindergarten hard, first grade harder; and later, as dropouts, they continue the cycle of illiteracy, unemployment, and the entire gamut of poverty.

The eyes of the entire world focus on the United States. Those who do not like us are alert to spot our problems and especially our failures. To meet our goal of the Great Society we have to make use of all our resources, notably our human resources. We need more people—

Chase Going Woodhouse is Director, Service Bureau for Women's Organizations, in Hartford, Conn., which is supported by the Beatrice Fox Auerbach Foundation.

Photos courtesy Office of Economic Opportunity.

A Head Start volunteer tests a youngster's hearing.

men and women, single and married, young, middle-aged, and old—taking an active part in meeting the social needs of our country at home and our obligations abroad.

There is a real hiatus between the social needs of today and the available financial resources and professional and semiprofessional personnel to meet them. In the words of Sargent Shriver, Director, Office of Economic Opportunity, "There are simply not enough professionals to go around and there won't be enough for years." The gap must be filled by volunteers as well as by subprofessionals.

There is a great reservoir of human resources in every community. The retired men and women have time and much to offer. The educated woman whose children are all in school or have left home is still young; more and more often, she is anxious to participate in a meaningful way in the community. Young people, including those still in high school, are eager to belong and are not often enough encouraged to volunteer for tasks which they could do well.

The Office of Economic Opportunity is urging the use of volunteers because it needs their skills and, even more, their understanding of the problems of poverty. The programs of the Great Society are breaking new ground, opening up new horizons. If they are to be successful, they must be understood by the average citizen. For example, public housing has not achieved the hoped for success. One reason is that, apart from a few exceptional cities, there was little citizen participation. Few persons other than those living in the projects and the very few on the housing boards were involved. It was a professional undertaking by specialists far removed from the people for whom the public housing was built. This situation is improving, and the volunteers in Project Head Start (an OEO-sponsored program for preschool children) may well become the interpreters of this program, bringing together the ideas of the planners, the tenants, and the public.

On the State level, might be cited the Council for Mental Health Planning appointed by the Governor of Connecticut and supported by Federal funds. The Council members, themselves volunteers, have recruited over a thousand other volunteers to work on task forces studying various specific aspects of mental health services. The resulting public understanding of the needs to be met was very evident in the last session of the legislature and in local activity all over the State.

In Connecticut, as elsewhere, Head Start has provided a real opportunity for the more advantaged citizens to learn what poverty means, what are its causes, and what must be done to break the cycle. Further, the inclusion of volunteers give the poor themselves a chance to participate, to develop their own leaders. One curse of poverty is that it deprives the poor of a sense of belonging, of being a part of the community life. This sense of being apart, of isolation, is a factor in delinquency and disrespect for law and the police. Community

In some YOC offices, volunteers help in the reception area to guide young applicants to the service which can give the greatest assistance in the job hunt.

Progress, Inc. in New Haven has relied on leaders from the neighborhood to help implement its very successful programs.

In Hartford, under the instigation of a neighborhood leader, 42 block captains led a crusade which in 3 months made the area cleaner than it had been for years, got compliance with the local building and sanitation codes, and above all developed a good relationship with the city officials. They discovered, as one leader said, "You don't have to fight City Hall. You can work with them and get things done."

There are many areas where volunteers could be used in projects related to the Employment Service as the Connecticut State Employment Service has so well demonstrated in connection with training courses and the Youth Opportunity Centers. There is much which could be done in connection with private organizations for home making services, child day care centers, special tutoring, classes in personal grooming and appearance, to name a few of the more obvious.

The professional should feel responsibility for seeking out the volunteer, of knowing the local organizations whose programs are pertinent and whose members are potential volunteers, and of keeping in touch with the local Volunteer Bureau, where there is one.

There must be an effort to recruit volunteers. Many people would like to participate, but they do not know where to start. They may be a bit unsure of their abilities, of where they could fit in. They need to be encouraged to come in and find out the possibilities.

But recruiting is only the first step. A majority of volunteers have a middle class background, and so need some preparation for working with the poor. The professional must see that essential training is available. Even the experienced teachers who worked in Head Start this summer profited by the special preparation classes provided for them. Further, each volunteer must be studied as carefully as is a paid employee so that skills and ability are matched to a job. The job to be done must be clearly defined and its function as a link in the success of the entire undertaking understood. It is true that the professional staff is pushed for time, but a well organized volunteer program will prove effective in getting more work done, and equally, if not more important, will assist in developing public understanding of and sympathy with the government undertaking.

Volunteers helped to give that gentle push forward which was the goal of the Head Start program.

The work schedule may have to be revised when volunteers are used, since their working hours need to be compatible with other obligations. Flexibility is a major requirement. The volunteer must also be treated as a coworker. It is difficult for some professionals to believe that any person without their formal training can do any part of their job. But with proper recruiting, sifting, training, job definition, and supervision, the volunteer can be a real asset.

Today, with our great government programs there is a vast amount of work to be accomplished and a great need for public understanding. The more government programs we have and the more daring and imaginative they are, the more their success depends on the services and interpretation to the public provided by the citizen volunteer. It is the responsibility of the professional to make the volunteer an effective, integral factor in undertaking these programs.

Project SEEK, a summer enrichment program in the District of Columbia for underprivileged children in the first through sixth grades, used the services of high school volunteers as teacher aides.

August Nonfarm Placements Up 9 Percent

Nonfarm placements exceeded year-ago levels for the seventh consecutive month in August, rising a less-than-seasonal 8.9 percent over July to 602,800, 8.8 percent above August 1964.

As in the past several months, placements of youth under age 22 exceeded year-earlier levels. Youth placements continue to be influenced to some extent by the President's "Youth Opportunity Campaign" begun earlier in the summer. At 198,100, youth placements were up 24.7 percent from August a year ago. This increase accounted for four-fifths of the over-the-year gain for all age groups. Placements of young men showed an even sharper gain—28.7 percent. In August, unemployment among youth under age 22 fell 9.6 percent below a year ago, while youth employment increased by 8 percent.

The level of unfilled ES openings continued to rise in August as a result of the tight job market. At the end of August, job openings remaining unfilled totaled 356,300, up 32 percent from a year ago, and the highest volume for any month since September 1952. Many States reported a lack of qualified applicants, particularly for the more highly skilled jobs, as the chief cause for the large numbers of unfilled openings.

Placements by Occupation and Industry

Placements increased over the month in all major occupational groups except professional and in all industries except government. In skilled and semiskilled occupations and in manufacturing and public utilities, increases were greater than seasonal.

Over the year, gains were posted in placements in all major occupations and industries. Largest occupational gains over last year were in the unskilled group—14.3 percent to a 197,500 total, and in professional placements—13.2 percent to a 22,500 total. Among industries, largest over-the-year advances were made in government—97.4 percent to an August total of 31,800, and in manufacturing—12.7 percent to 158,400. Much of the government increase involved youths under age 22 in temporary summer employment. Large numbers of youths were also involved in the 7.5 percent increase in nonhousehold service placements, which totaled 96,300. In manufacturing, the greater part of the over-the-year gain occurred in durable goods industries, particularly machinery, ordnance, and miscellaneous manufactures. The automobile industry also scored a sizable gain, despite temporary layoffs resulting from model changeovers.

Placements Up in 44 States

Over-the-year placement gains were reported by 44 States, with the largest in Texas, 5,300, or 11.9 percent; Pennsylvania, 3,800, or 15.7 percent; and New York, 3,900, or 5.9 percent. A major part of the rise in these States reflected placements of youths under age 22 in such industries as government and nonhousehold services.

(Continued on page 66)

Nonfarm Placements in the United States [1] and in the 56 Largest Metropolitan Areas [2] by Occupation and Industry, August 1965

Occupation and industry	Placements				Percent distribution	
	United States		56 areas			
	Total	Percent change from year ago	Total	Percent change from year ago	Total United States	56 areas
Total [3]	602,800	+8.8	275,500	+8.9	100.0	100.0
Occupation:						
Professional and managerial	22,500	+13.2	15,700	+13.6	3.7	5.7
Clerical and sales	86,800	+11.3	44,600	+14.2	14.4	16.2
Service	173,700	+1.3	89,500	+2.6	28.8	32.5
Skilled	31,000	+2.7	14,500	+1.7	5.1	5.3
Semiskilled	91,300	+11.6	37,200	+5.2	15.1	13.5
Unskilled and other	197,500	+14.3	73,900	+17.0	32.8	26.8
Industry:						
Construction	42,200	+7.4	12,900	+7.7	7.0	4.7
Manufacturing	158,400	+12.7	65,400	+10.0	26.3	23.7
Durable goods	77,000	+19.4	35,400	+12.9	12.8	12.8
Nondurable goods	81,400	+7.0	30,100	+6.9	13.5	10.9
Transportation and public utilities	23,900	+6.4	10,300	+20.5	4.0	3.7
Trade	129,500	+2.6	58,400	+0.4	21.5	21.2
Services	202,300	+2.9	108,700	+4.1	33.6	39.5
Nonhousehold	96,300	+7.5	51,400	+11.3	16.0	18.7
Household	105,900	−1.0	57,300	−1.6	17.6	20.8
Government	31,800	+97.4	12,400	+163.3	5.3	4.5
Other	14,700	+14.5	7,500	+30.2	2.4	2.7

[1] Includes Puerto Rico, Guam, and the Virgin Islands.
[2] Beginning with the January 1965 report, data for the major SMSA's are for the 56 areas with a 1960 population of 500,000 or more and reflect the 1964 revisions made by the Bureau of the Budget in the definition of some of these areas.
[3] Items may not add to total due to rounding.

Source: U.S. Employment Service, based on data from affiliated State Employment Services.

Facing Up to His Problem

This 34-year-old veteran is a Mexican-American with a wife and child, and no steady work since 1962; he and his family were "on welfare." He had 11 years of experience as a meatpacker and had been a crew chief until a psychiatric disorder caused commitment to a State Hospital. He was released in 1964, and reached the Oakland Adult Minority Employment Project in November.

This man was afraid to admit to employers that he had been under psychiatric care; falsifying his work history to hide the truth canceled out his good work history. He came to the project office very depressed and completely lacking in self-confidence.

An understanding counselor referred the applicant to a job as a cellophane machine operator. The applicant returned to say he had been unable to tell the personnel interviewer at the plant the truth. The counselor called the employer, verified that another job had been lost by the applicant because the employer felt the "poor work history" since 1962 indicated a lack of desire for permanent work. The counselor explained the facts. That opening had been filled, but the employer asked that the applicant be sent back to reapply, in order to get some practice in facing up to his actual work history.

A number of attempts by the counselor to develop a job were unsuccessful, but the applicant's attitude improved, and he accepted the need to acknowledge his past emotional difficulties. He continued trying to find work.

The Public Welfare Department considered referring the applicant to a Welfare-sponsored training program, but the applicant wanted to continue a direct job search. The counselor interceded successfully with the Welfare Department.

In February, another job development effort by the counselor brought a hire as a shipping clerk. Followup in August showed that the personnel manager at the plant was extremely pleased with the work of the applicant, who is still working full time.

—California State Employment Service.

Diligence and Persistence Spell JOB

Barney, age 18, entered the Newberry Unit of JOBS in Chicago for automotive service station training at the beginning of the JOBS II Program. Because of poor attendance and failing grades, he had been expelled from high school after 1 year. He had had little interest in school because he had always felt that he was slow and could never keep up with the other students. He believed that his teachers were interested in the fast learners only. Thus, school became for him a place where he would be ridiculed and belittled, both by teachers and his peers. This atmosphere gave rise to poor attendance, failure, and inevitably—expulsion.

After leaving school, Barney held one job—a grillman at a hamburger stand. This lasted only 2 months, at which time the place was torn down. From then until the time he entered the JOBS Project, Barney seemed to live in a state of depression, spending most of his time lying around the house or wandering the streets.

Barney was enrolled at Newberry for 4 months before he became eligible for an allowance; yet he never missed a day of classes. For the first time in his life, he felt relaxed in a learning situation. He sensed that his teachers had an interest in him, and the informal classroom situation allowed him to go at his own pace. In fact, he was always sitting in class 15 minutes before it began in the morning, quiet, and always by himself. The only time he would speak was when he needed help with his work. He would stick with a problem until he solved it, or a teacher or counselor explained it in a way he could understand.

When the Illinois State Employment Service developed an opening for a dependable automotive service station trainee, Barney was recommended. Even though other trainees had higher I.Q.'s and seemed brighter, Barney's attendance record and his way of working at his best ability made him appear the better choice. He was referred to and hired by the service station at a salary of $1.65 an hour. Two weeks later, he returned to report that his employer was well satisfied, and was promoting Barney to the position of shift manager at a substantial pay increase.

—Illinois State Employment Service.

Legal Office Activities

(*Continued from page 65*)

In the 56 largest Standard Metropolitan Statistical Areas, nonfarm placements totaled 275,500 in August, up 3.8 percent from the preceding month (less than half the national gain) and 8.9 percent above a year earlier (the same as nationally). Over-the-year increases generally followed the national pattern among occupations and industries, with a few exceptions.

New Applications Rise Over Year

New applications for work filed in local offices in August totaled 883,000, down 6.6 percent from the preceding month, as expected at this time of year, but still 8.2 percent above the year earlier. Youth applications, at 312,500, as usual dropped sharply over the month—26 percent, but were 22.7 percent higher than a year ago. This is consonant with the increased volume of young new entrants in the job market. Increased emphasis on youth services and ES special programs established for them have also contributed to the large volume of youthful applicants.

In August, 87,800 individuals were initially counseled and 158,500 counseling interviews were conducted—the highest for the month on record. There were 4.2 and 6.5 percent more than during the preceding month, despite a 6.6 percent decline in new applicants. Over the year, the number of persons initially counseled and total counseling interviews rose 13.4 and 16.8 percent, compared with an increase of slightly over 8 percent in the number of new applicants. Reflecting their special needs, one out of every seven youth applicants was counseled in August, compared with 1 out of 14 in the adult age brackets. Some 16,100 MDTA trainees were initially counseled in State Employment Service offices and accounted for about 18.3 percent of all initial counselees in August.

Aptitude and performance tests were administered to 197,900 individuals, up 9.4 percent from July and 16.4 percent from a year earlier. Some 23,600 were given to MDTA trainees, who represented nearly one out of every eight individuals tested in Employment Service offices in August.

Farm Placements Continue Down

Farm placements totaled 683,900, a decline of 15.9 percent from August a year ago, reflecting the downtrend in farm employment because of increased mechanization and improved farming methods. Some 211,000 of the August placements were of youth under age 22.

U.S. GOVERNMENT PRINTING OFFICE: 1965 O—790-277

THE GREAT SOCIETY - A BEGINNING

Although the economic well-being and prosperity of the United States have progressed to a level surpassing any achieved in world history, and although these benefits are widely shared throughout the Nation, poverty continues to be the lot of a substantial number of our people. The United States can achieve its full economic and social potential as a nation only if every individual has the opportunity to contribute to the full extent of his capabilities and to participate in the workings of our society. It is, therefore, the policy of the United States to eliminate the paradox of poverty in the midst of plenty in this Nation by opening to everyone the opportunity for education and training, the opportunity to work, and the opportunity to live in decency and dignity. It is the purpose of this act to strengthen, supplement, and coordinate efforts in furtherance of that policy.

—Public Law 88–452, the "Economic Opportunity Act of 1964."

UNITED STATES
GOVERNMENT PRINTING OFFICE
DIVISION OF PUBLIC DOCUMENTS
WASHINGTON, D.C. 20402

OFFICIAL BUSINESS

POSTAGE AND FEES PAID
U.S. GOVERNMENT PRINTING OFFICE

THE EMPLOYMENT SERVICE REVIEW is published by the Bureau of Employment Security with the cooperation of the State Employment Security Agencies, and is distributed without charge to personnel of the National and State Employment Security offices. It is also available on subscription at $4.50 a year (single copies 40 cents) from the Superintendent of Documents, Government Printing Office, Washington, D.C., 20402. In countries other than the United States, Canada, and Mexico, annual subscription is $5.75.

Expressions of opinion in articles published in the REVIEW are those of the authors and are not to be construed as official opinions of the Bureau of Employment Security.

Use of funds for printing this publication approved by the Director of the Bureau of the Budget January 10, 1964.